

## **DEPARTMENT OF DEFENSE APPROPRIATIONS FOR FISCAL YEAR 2010**

---

**THURSDAY, JUNE 4, 2009**

U.S. SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,  
*Washington, DC.*

The subcommittee met at 10:30 a.m., in room SD-138, Dirksen Senate Office Building, Hon. Daniel K. Inouye (chairman) presiding.

Present: Senators Inouye, Dorgan, Murray, Cochran, Bond, Shelby, and Bennett.

DEPARTMENT OF DEFENSE  
DEPARTMENT OF THE AIR FORCE  
OFFICE OF THE SECRETARY

### **STATEMENTS OF:**

**HON. MICHAEL B. DONLEY, SECRETARY OF THE AIR FORCE**  
**GENERAL NORTON A. SCHWARTZ, CHIEF OF STAFF, UNITED STATES AIR FORCE**

### **OPENING STATEMENT OF CHAIRMAN DANIEL K. INOUE**

Chairman INOUE. This morning, the subcommittee convenes to hear testimony from the Air Force on its budget request for fiscal year 2010, and I am pleased to welcome the Secretary of the Air Force, the Honorable Michael Donley, and the Chief of Staff of the Air Force, General Norton Schwartz.

Gentlemen, welcome. And I realize this is your first time here, but I can assure you that we are looking forward to working with you in the coming years because we believe that the Air Force is a very important part not just of the defense community, but of the United States.

So let me begin by commending you both for the measures taken to strengthen stewardship of the Air Force's nuclear arsenal. The fiscal year 2010 budget includes several key improvements, including an increase in personnel for the nuclear mission and the establishment of the Global Strike Command. Your leadership has been essential, and we look forward to continued progress.

For fiscal year 2010, the Air Force is requesting \$160.5 billion in the base budget and \$16 billion in the overseas contingency operations budget. This budget submission is notable in a number of ways.

First, it funds a more robust active duty end strength level of 331,000 personnel rather than continuing the drawdown that we have witnessed up until now. It is important to stabilize the Air Force manpower levels, especially now when mission demands are increasing.

More personnel will help to meet the needs of irregular warfare, aerial surveillance support, cyberspace and acquisition excellence, and in restoring the nuclear enterprise. The subcommittee will be interested in how the Air Force plans to allocate personnel across these critical missions.

It is noteworthy that this budget supports the continued emphasis on irregular warfare and building up the intelligence, surveillance, and reconnaissance assets needed in today's fight. It will increase the Predator and the Reaper unmanned aerial vehicle (UAV) coverage to 43 combat air patrols. The budget also supports the training and operation of the MC-12 Liberty ISR aircraft. The Air Force has made great strides in improving its posture in this mission area.

Third, this budget reflects the hard and controversial decisions that the Department is making on future investments. In this request, the F-22 Raptor, the C-17 airlifter, and the transformational communications satellite programs are terminated. The joint cargo aircraft program is reduced from 78 to 38 aircraft and is no longer a joint program with the Army.

The request restructures the combat air forces and retires 249 fighter aircraft. The subcommittee will be interested in understanding both the risks and benefits of these choices.

Gentlemen, I remain concerned about the aging aircraft fleet, especially the tanker fleet. The average aircraft age is now over 24 years. The average age of the KC-135 fleet is close to 50 years. The tanker aircraft must be replaced, and I have several questions on this program and many others today.

And I look forward to hearing your testimony this morning. Your full statements will be made part of the record, but first, I would like to turn it over to the vice chairman of this subcommittee, Senator Cochran of Mississippi, for any opening remarks he may wish to make.

#### STATEMENT OF SENATOR THAD COCHRAN

Senator COCHRAN. Mr. Chairman, it is a pleasure to work with you on this important subcommittee and to join you in welcoming our distinguished witnesses before the subcommittee today.

The Air Force is playing a unique and important role in the defense of our Nation. We respect all of you who are involved in that. We thank you for your dedicated service and bringing to the challenge the expertise and results of the training and experience you have had in the defense of our Nation.

The aircraft and forces of the Air Force have been protecting our Nation's interests in a very remarkable and praiseworthy way. We especially appreciate the dangers that are faced in Iraq, Afghanistan, and other areas around the world where the Air Force is playing a very important and active role in helping ensure that our Nation's policies succeed in those areas.

We look forward to hearing your testimony to help us determine how best to allocate the resources that are available to this subcommittee for the Air Force in carrying out your missions.

Thank you very much.

Chairman INOUE. Thank you very much.

Senator Bond.

#### STATEMENT OF SENATOR CHRISTOPHER S. BOND

Senator BOND. Thank you very much, Mr. Chairman.

And I join with the chairman in congratulating you on the good work you are doing to restore the reliability and assurance of our Nation's nuclear mission, and we welcome Secretary Donley. We thank both of you for your distinguished service.

Gentlemen, as you know, we have had discussions about concerns over the tactical fighter's air shortfalls and, as the chair mentioned, 24 years age on the Air Force fleet. Last year, before the Airland Subcommittee of SASC, the Air Force testified it was facing a shortfall of 800 plus aircraft Air Force wide. And the Air National Guard testified that over the next 8 to 9 years, Air Guard is facing a fighter shortfall that will result in 80 percent of the aircraft used to defend the skies of the United States, the Air Sovereignty Alert mission, being retired.

And it is clear from what the Government Accountability Office (GAO) has told us that accelerating the Joint Strike Fighter (JSF) will not prevent the fighter gap. In March of this year, GAO concluded it would cost \$33 billion to accelerate the JSF program and said, "Accelerating procurement in a cost reimbursement contract environment, where uncertainties in contract performance do not permit costs to be estimated with sufficient accuracy to use any type of fixed-price contract, places very significant financial risk on the Government."

My view, now is not the time to be placing significant financial risk on the Government, and it is never time to place the country at a security risk. But it is my view that is what the present budget is proposing.

I know a lot of people will talk about the Quadrennial Defense Review (QDR), but as in years past, we have seen that. We have got the T-shirt. I know that it will be an attempt to justify the budget reductions by saying we don't need as many fighters. It is a massive budget drill. But none of that analysis—I will review that when it comes out—will be available in time for this budget session.

So I remain convinced and we will discuss whether it is time to rethink the plan. JSF is too big to fail. So we are not going to let it go, but is it time to look at an 85 percent solution at one-half to two-thirds of the cost, giving the Air Force the proven platforms that will bridge us to the time, if and when, the JSF can complete its mission?

Thank you, Mr. Chairman.

Chairman INOUE. Thank you.

Senator Shelby.

## STATEMENT OF SENATOR RICHARD C. SHELBY

Senator SHELBY. And I just want to say welcome to Secretary Donley and General Schwartz, and I look forward to their testimony. And of course, I have some questions, especially, as the chairman mentioned, in dealing with the tanker competition. And also, Mr. Secretary, with the UAVs and so forth. We will get into that after your testimony.

Thank you.

Chairman INOUE. Mr. Secretary?

## SUMMARY STATEMENT OF HON. MICHAEL B. DONLEY

Mr. DONLEY. Thank you, Mr. Chairman, Senator Cochran, members of the subcommittee.

It is, indeed, a privilege to be with you today to testify on the fiscal year 2010 budget and Air Force's future plans.

It has been almost a year since General Schwartz and I took on these roles, and I will tell you that it has been both a pleasure and a privilege to work with General Schwartz in this effort. He has been an outstanding partner and wingman in our work together over the last year.

In recent months, Secretary Gates and Admiral Mullen led a constructive dialogue about necessary changes in our national defense priorities and areas of emphasis. Our discussions emphasized taking care of our most important asset, which is our people; rebalancing our capabilities to fight and win the current and most likely conflicts in front of us, while also hedging against other risks and contingencies; and reforming how and what we buy.

We have contributed our analysis and judgment to these discussions throughout. With OSD and our sister services and inter-agency partners, we have undertaken several strategic reviews of the Air Force in the last year.

## AIR FORCE STRATEGIC PRIORITIES

Last fall, we refined the Air Force mission statement, articulated our five strategic priorities, and refined the core functions of the Air Force to more clearly articulate our role in the defense and national security establishment. We also made progress in areas that required focused attention in the near term, such as strengthening the Air Force's nuclear enterprise, preparing to stand up our cyber numbered air force, articulating our strategy for irregular warfare and counterinsurgency operations, consolidating our approach in the Air Force for global partnerships, and advancing stewardship of our energy program.

Our reviews were guided by the concept of strategic balance, which has several meanings for us. As Secretary Gates and Admiral Mullen have described, balance means prevailing in today's fight while also being able to respond across the spectrum of conflict to emerging hybrid threats.

Balance also means allocating investment across our 12 diverse, but complementary core functions, and balance also means organizing training and equipping across the Air Force components—active, Guard, Reserve, and our civilian workforce as well.

## AIR FORCE PERSONNEL

Our budget proposal recognizes that our people are the heart and soul of America's Air Force, and without them, our organizations and equipment would simply grind to a halt. In fiscal year 2010, we are reversing previously planned reductions in Air Force active duty end strength with commensurate adjustments in the Reserve components as well. We will also grow our civilian cadre, with focused attention on the acquisition workforce.

At the same time, we will continue to reshape our skill sets, with particular emphasis on stressed career fields and missions that need our attention now, such as intelligence, surveillance, and reconnaissance (ISR); acquisition; maintenance; cyber operations; and nuclear matters.

For fiscal year 2010, we are also driving more balance into our force structure. In theater, the demand for ISR and special operations capabilities continues to increase. So we will increase unmanned aerial system combat air patrols, as the chairman mentioned, from 34 today to 43 by the end of fiscal year 2010, as well as increase our special operations forces end strength by about 550 personnel.

## AIR FORCE COMBAT CAPABILITY

We also took a broader strategic look at the total combat Air Force capability, and there is a general view in the Department's leadership that the United States has enough tactical air capability. With that in mind, we determined that this was a prudent opportunity to accelerate the retirement of older aircraft, as we have done in this budget.

As a result, we will reshape the portfolio of the fighter force by retiring about 250 of our oldest tactical fighters. We will complete the production of the F-22 fighter at 187 aircraft and continue our planned modernization of the F-22 going forward. And we are readying another fifth generation fighter, the F-35 Joint Strike Fighter, to become the workhorse of our new fighter fleet in the future.

We will ensure balance for joint airlift needs by completing the C-17 production, subject to continued congressional action in that area, continuing to modernize our C-5s, reinitiating the C-130J production line, and transitioning the C-27J program office from the Army to the Air Force.

In particular, the Department made a judgment that the 316 strategic airlift tails in the program of record is adequate to meet our needs. We also conducted a business case analysis that identified alternatives to improve our current strategic airlift fleet at less cost than simply buying more C-17s. We know that is an issue with Congress, and we look forward to further discussions with you on that subject.

Our plan is to enhance the stability and remove risk in our military satellite communications (SATCOM) programs by extending our advanced extremely high frequency (AEHF) and wideband global SATCOM (WGS) inventories and continuing our partnerships with commercial providers.

While AEHF does not give us all the capabilities projected for the transformational satellite (TSAT) program, additional AEHF and WGS satellites provide additional SATCOM capability until we can gain confidence about the affordability and the requirements for TSAT-like capabilities in the future.

#### AIR FORCE ACQUISITION

We have also placed additional emphasis on Air Force acquisition. We recently published an acquisition improvement plan to focus our efforts in several key areas. First, revitalizing the Air Force acquisition workforce. Second, improving our requirements generation process. Third, instilling more budget and financial discipline in our work. Fourth, improving Air Force major system source selections in the Air Force. And last, establishing clear lines of authority and accountability within our acquisition organizations.

We will continue to work on these issues going forward with Secretary Gates and Dr. Carter.

Over the coming months, we will, of course, participate in several major reviews underway in the Department—the QDR, the nuclear and space posture reviews. And from these analyses, we will better understand the needs, the requirements, and available technologies for long-range strike, as well as our requirements and potential joint solutions for personnel recovery.

#### PREPARED STATEMENT

Mr. Chairman, stewardship of the United States Air Force is a responsibility that we take very seriously, and we know this subcommittee does as well. We thank you for your support for our airmen and for our national security in general, and we look forward to the continued support of this subcommittee and working with you in the future.

Thank you.

Chairman INOUE. I thank you very much, Mr. Secretary.  
[The statement follows:]

#### PREPARED STATEMENT OF THE HONORABLE MICHAEL B. DONLEY AND GENERAL NORTON A. SCHWARTZ

The 2009 Air Force Posture Statement articulates our vision of an Air Force ready to fulfill the commitments of today and face the challenges of tomorrow through strong stewardship, continued precision and reliability, and dedication to persistent Global Vigilance, Reach and Power for the Nation.

#### INTRODUCTION

Today, the United States faces a spectrum of challenges to our national security and global interests. As an integral member of the Joint team, America's Air Force provides the critical capabilities of Global Vigilance, Global Reach, and Global Power. The U.S. Air Force is "All In" today's Joint fight. At the same time, our investments in new capabilities will ensure we are ready for tomorrow's challenges. The mission of the U.S. Air Force is to "fly, fight, and win . . . in air, space and cyberspace"—as an integral member of the Joint team that ensures our Nation's freedom and security.

#### A BALANCED APPROACH

Today's uncertain international security environment requires a balance-driven approach to prevail in today's operations, and prepare for tomorrow's challenges by identifying and investing in new capabilities and force structure. This balanced ap-

proach postures the Air Force to provide an array of capabilities to Combatant Commanders across the spectrum of conflict—from building partnership capacity to ensuring the readiness of strategic deterrence forces.

#### AIR FORCE CORE FUNCTIONS

Our Air Force's foremost responsibility is to organize, train, and equip Airmen to meet the needs of our national leadership and Combatant Commanders. Our fiscal year 2010 budget proposal reflects a commitment to the 12 Air Force Core Functions, which provide the framework for investment and training.

##### *Air Force Core Functions*

Nuclear Deterrence Operations	Special Operations
Air Superiority	Global Integrated ISR
Space Superiority	Command and Control
Cyberspace Superiority	Personnel Recovery
Global Precision Attack	Building Partnerships
Rapid Global Mobility	Agile Combat Support

The Air Force fiscal year 2010 budget proposal reflects a commitment to our Core Functions that will be informed by numerous reviews of the overall defense-planning construct. Through the Quadrennial Defense Review (QDR), the Nuclear Posture Review (NPR), the Space Posture Review (SPR) and internal mid-term reviews, we will continue to sharpen and institutionalize our Core Functions. These capabilities, combined with the extraordinary commitment and dedication of our Airmen, provide our Nation with truly exceptional air, space, and cyber power.

#### NUCLEAR DETERRENCE OPERATIONS

For more than 60 years, the Air Force has proudly served as stewards of a large portion of our Nation's nuclear arsenal. We operate, maintain and secure these nuclear forces to deter potential adversaries and to prevail if deterrence fails. Recent incidents and assessments have highlighted performance shortfalls, and we are diligently working to ensure the safety, security, and reliability demanded for this vital capability.

Our fiscal year 2010 budget proposal addresses many of the recommendations provided by the various assessments of the Air Force nuclear enterprise. Our overall investment in nuclear deterrence operations in fiscal year 2010 is \$4.9 billion, which includes increasing nuclear related personnel by 2,500 and adding a fourth B-52 squadron. The fiscal year 2010 budget proposal places additional emphasis on nuclear weapons security, committing \$72 million to strengthen the physical integrity of our Weapon Storage Areas.

Through a back-to-basics approach, the Air Force is re-emphasizing accountability, compliance, and precision in the nuclear enterprise. We are reorganizing our nuclear forces in a manner that reduces fragmentation of authority and establishes clear chains of supervision for nuclear sustainment, surety and operations. These changes include: (1) consolidating all nuclear sustainment matters under the Air Force Nuclear Weapons Center; (2) establishing a new Air Staff nuclear directorate responsible for policy oversight and integration of our nuclear enterprise activities; and (3) standing up Air Force Global Strike Command, which is already operating in a provisional status at an interim location. Global Strike Command will consolidate Air Force Intercontinental Ballistic Missiles and nuclear-capable bombers under a single command, and is on track to activate later this year.

#### AIR SUPERIORITY AND GLOBAL PRECISION ATTACK

Air Superiority and Global Precision Attack remain the foundations of our ability to deliver Global Power. In fiscal year 2010, we are investing \$21 billion into these Core Functions.

New and unprecedented challenges to our Nation's Air Superiority continue to emerge, and threaten to remove the technological advantage enjoyed by our Air Force. Our adversaries continue to invest in highly capable surface-to-air missile technology, which threatens even our most advanced combat aircraft. Likewise, emerging adversaries may now pose a significant air threat by leveraging inexpensive technology to modify existing airframes with improved radars, sensors, jammers, and weapons.

To meet these challenges and assure freedom of movement for the Joint team, the Air Force continues to invest in weapons and platforms for Global Precision Attack. The Joint Air Surface Standoff Missile—Extended Range, will enable our aircrews to attack targets precisely while negating or avoiding surface threats. Similarly, the

Laser Joint Direct Attack Munition will enhance our capability to strike moving or static targets efficiently and precisely.

The F-22 and F-35 are key components of the Air Force's future Air Superiority and Global Precision Attack Core Functions. Given their low-observable characteristics and ability to fuse information from multiple sensors—key components of their 5th Generation designs—these aircraft are far more survivable and lethal than our current 4th Generation force. While the F-35 is optimal for Global Precision Attack, it also serves as a complementary capability to the F-22, which is optimal for Air Superiority. Together, they form the backbone of a fighter force that will ensure the United States maintains a decisive edge in an increasingly lethal threat environment. We support the current investment strategy that ends F-22 production at 187 aircraft. The Air Force will invest \$4.1 billion in fiscal year 2010 to procure 10 F-35s as part of the Department of Defense's strategy to ramp up production. By accelerating the procurement ramp, we can lower unit procurement costs while also making the platform more cost competitive for our Coalition partners.

Our fiscal year 2010 budget proposal accelerates the integration of our Guard and Reserve components into new and emerging mission sets, including unmanned aerial systems, F-22 and F-35 missions. By considering Air National Guard and Air Force Reserve Command for inclusion in emerging mission areas and basing strategies, we capitalize on the experience and unique skill sets that our Air Reserve Components contribute to the Total Force.

We are also modernizing our existing bomber force to increase its effectiveness and survivability against emerging threats, while meeting the requirements of today's Joint Force Commanders. We have fielded a state-of-the-art infrared, electro-optical targeting pod on the B-1 to provide an additional, persistent sensor on the battlefield to self-target weapons, or provide real-time streaming video to ground forces. We are also modernizing our B-2 fleet by improving the radar, integrating the Link-16 data link and adding extremely high frequency satellite communication capabilities for nuclear command and control. In addition, investments in low observable maintenance improvements will decrease sustainment costs and reduce aircraft downtime. In accordance with the Secretary of Defense's budget guidance, we will not pursue the development of the Next Generation Bomber until we have a better understanding of the requirements, technologies, and concept of operations for this capability—all of which are expected to be addressed in the QDR.

#### *Restructuring Our Combat Air Forces*

This year, the Department of Defense provided guidance for the military to eliminate excessive overmatch in our tactical fighter force and consider alternatives in our capabilities. Acting on this guidance, the Air Force examined emerging, advanced threats and then analyzed our Combat Air Forces' capabilities against them. Our intent was to ensure the proper mix of platforms that meet requirements while minimizing excess inventory and deriving the most capability from our limited resources.

After a comprehensive review of alternatives, the Air Force saw an opportunity to reshape our aging fighter force via an accelerated retirement of our oldest legacy fighters. The review weighed the benefits of retiring aircraft nearing their expected service life, against near-term risk. The analysis also considered the "game-changing" capabilities of low observable platforms like the B-2, F-22, and F-35 that possess the ability to access areas defended by advanced surface-to-air missile systems.

Once the size and scope of the reduction was determined, the Air Force presented its implementation plan to the Combatant Commanders, Joint Staff and the Office of the Secretary of Defense. Accelerating the retirement of roughly 250 legacy F-15s, F-16s, and A-10s enables us to redistribute over \$3.5 billion in the next 6 years to modernize our Combat Air Forces into a smaller, but more capable force—one that is balanced across our Active and Reserve Components and meets our commitments at home and abroad. This restructuring also facilitates the movement of approximately 4,000 manpower positions that will be realigned to support growth in priority missions such as manned and unmanned aerial surveillance systems, ISR support, and the nuclear enterprise.

Our current fleet of legacy and 5th Generation aircraft represent our readiness to fulfill today's commitments, while our fiscal year 2010 budget proposal invests in a future force mix to meet tomorrow's challenges.

#### RAPID GLOBAL MOBILITY

Global Reach ensures our Joint team can deploy, maneuver and sustain large forces on a global scale. In Iraq and Afghanistan, Air Force air mobility assets are central to sustaining the Joint and Coalition team. On any given day, Air Force C-5s deliver life-saving Mine Resistant Ambush Protected vehicles into theater; C-17s



airdrop critical supplies to forward-based ground forces via the revolutionary GPS-aided Joint Precision Airdrop System; and C-130s provide tactical airlift to move theater-based personnel and equipment. Highly skilled aeromedical transport teams swiftly evacuate combat casualties, ensuring our wounded warriors receive the best possible medical care. And Air Force air refueling aircraft continue to play a vital, daily role in extending the range and persistence of almost all other aircraft of the Joint force. The fiscal year 2010 budget proposal reflects our commitment to sustaining and modernizing these critical national capabilities.

Replacing the aging KC-135 fleet remains the Air Force's top acquisition priority. The fiscal year 2010 budget proposal supports the release of a request for proposal in summer 2009 with a contract award early in fiscal year 2010.

The fiscal year 2010 budget proposal continues efforts for modernization and includes funding to begin the shut down of the C-17 production with a fleet of 205 aircraft. Modernization of our C-5 fleet continues through the Avionics Modernization Program and Reliability Enhancement and Re-engining Programs, and during fiscal year 2010 we will continue recapitalizing our intra-theater airlift capability by re-initiating the C-130J production line following one year procurement gap and procuring three C-130J aircraft for \$394 million.

The Air Force will also begin procuring C-27J in fiscal year 2010 to provide mission-critical/time-sensitive airlift in direct support of our Joint partners. The fiscal year 2010 budget proposal procures 8 C-27Js, as the first step toward a total procurement of 38 C-27Js. The Air Force continues to work closely with the U.S. Army to accept full management of the Joint Cargo Aircraft (JCA) program and the direct support airlift mission.

#### SPECIAL OPERATIONS

Air Force special operations capabilities are playing an increasingly vital role in supporting U.S. Special Operations Command (USSOCOM) and geographical Combatant Commanders. We are also responding to significant growth in the requirements for Irregular Warfare (IW) capabilities with major investments in special operations airlift, close air support and Intelligence, Surveillance and Reconnaissance (ISR).

Our fiscal year 2010 budget proposal reflects the Air Force's commitment to special operations capabilities, and includes \$862.6 million for the procurement of 4 MC-130Js and 5 CV-22s. AFSOC will expand its special operations ISR force structure by activating a squadron of MQ-9 Reapers, in addition to the already operational MQ-1 Predator squadron. Additionally, we are recapitalizing our MC-130E/P fleet with newer, more capable MC-130Js for low-level air refueling, infiltration, exfiltration and resupply of special operations forces. At the same time, we will convert 8 MC-130Ws to AC-130 gunships, and procure additional CV-22s.

#### GLOBAL INTEGRATED ISR

Operations in Iraq and Afghanistan have highlighted the increasing need for timely, fused data from all available sources. To meet this need, we are greatly expanding our airborne ISR force structure of manned and unmanned ISR assets. In fiscal year 2009, we will field the MC-12W to provide increased full-motion video and signals intelligence. Additionally, our fiscal year 2010 budget proposal continues major investments in unmanned aircraft, transitioning from the MQ-1 Predator to the MQ-9 Reaper, with \$489 million for 24 additional MQ-9s to increase our total UAS combat air patrols from 34 CAPs today to our goal of 50 CAPs by the end of fiscal year 2011. We are also investing \$84 million to integrate the Wide Area Airborne Surveillance (WAAS) onto existing and new MQ-9s, providing 12 times the number of streaming video spots per aircraft. Our fiscal year 2010 budget proposal also contains funding for five RQ-4 Global Hawk UAVs, which provide persistent ISR from high-altitude orbits. We are also balancing our ISR personnel requirements by re-examining our training programs for intelligence professionals, creating new duty specialty codes, and establishing trial programs to develop ISR operators.

#### COMMAND AND CONTROL

The Air Force has established Air and Space Operations Centers (AOCs) aligned with each geographical Combatant Commander to integrate air, space, cyber, and missile defense capabilities into Joint operations. We have also improved our Tactical Air Control System (TACS) to account for increasingly distributed air-ground operations in Iraq and Afghanistan. Our restructured Air Liaison Officer program offers these Airmen a viable career path. We are also training additional terminal air controllers and equipping them with increasingly capable, portable and flexible air strike control systems like Remote Operated Video Receiver (ROVER) version 5.

## SPACE SUPERIORITY

America's ability to operate effectively across the spectrum of conflict rests heavily on our space capabilities. Recognizing this importance, our fiscal year 2010 budget proposal includes \$4.4 billion for procurement of space and related support systems.

The Joint force depends upon space capabilities provided by the Air Force, which fall into five key areas: Early Warning; Space Situational Awareness; Military Satellite Communications; Positioning, Navigation and Timing; and Weather capabilities. We will field several new satellites, including the Global Positioning System Block IIF, Advanced Extremely High Frequency (AEHF), Space Based Surveillance System (SBSS), and the Space Based Infrared System—Geostationary (SBIRS-Geo)—recapitalization programs that are important to both the United States and its Allies. The fiscal year 2010 budget proposal discontinues the Transformational Satellite (TSAT) program and supports procurement of additional AEHF and Wide-band Global SATCOM (WGS) satellites.

## CYBERSPACE SUPERIORITY

Operating within the cyber domain has become an increasingly critical requirement for our networked force. In order to develop and institutionalize cyberspace capabilities, and to better integrate them into the Joint cyberspace structure, we are consolidating many Air Force cyberspace operations into a new 24th Air Force under Air Force Space Command. The Air Force is firmly committed to developing the necessary capabilities to defend the cyber domain, and our fiscal year 2010 budget proposal includes \$2.3 billion to grow this important Core Function.

## PERSONNEL RECOVERY

Personnel Recovery (PR) remains an imperative, fulfilling our promise to never leave an American behind. Air Force PR forces are fully engaged in Iraq and Afghanistan, accomplishing crucial missions that include command and control, intelligence, CSAR, convoy support, hostage recovery, and reintegration.

The fiscal year 2010 budget proposal terminates the current CSAR-X program to allow for additional discussion on platform requirements and quantities across the Joint force. We will continue to sustain our HH-60 helicopter fleet, while exploring Joint solutions to ensure sufficient PR capabilities in the coming years. We are continuing to extend our current capabilities by recapitalizing our HC-130P/N fleet with newer, more capable HC-130Js to provide low-level air refueling, infiltration, exfiltration, and resupply of CSAR forces. In fiscal year 2010, we will invest \$605 million to procure an additional five HC-130Js.

## BUILDING PARTNERSHIPS

The Air Force continues to seek opportunities to develop our partnerships around the world, and to enhance our long-term capabilities through security cooperation. For example, in the Central Command AOR, deployed Airmen are working with our Afghan and Iraqi partners to build a new Afghan National Army Air Corps and the Iraqi Air Force. We are also working to further partnerships with more established allies, with programs like the Joint Strike Fighter, where our allies have committed \$4.5 billion in research and development funding. Australia's commitment to fund a communications satellite in the WGS constellation is another example of the value and synergy of lasting partnerships.

In the recently released Global Partnership Strategy, we outlined a path to cultivate these key partnerships, nurturing the global relations, fortifying our geographic access, safety and security around the world. The strategy seeks to develop partners who are able to defend their respective territories while ensuring the interoperability and integration necessary for Coalition operations.

## AGILE COMBAT SUPPORT

Underpinning the work of all Air Force Core Functions are the capabilities included in Agile Combat Support. As part of our fiscal year 2010 budget proposal initiatives, Agile Combat Support accounts for efforts affecting our entire Air Force, from the development and training of our Airmen to revitalizing our processes in the acquisition enterprise. Agile Combat Support reflects a large portion of the Air Force budget proposal, totaling approximately \$42 billion.

*Developing and Caring for Airmen and Their Families*

The Air Force remains committed to recruiting and retaining the world's highest quality force, while meeting the needs of their families. Our fiscal year 2010 budget proposal enables us to recruit, train, educate, and retain the right number and mix

of personnel, and to provide Quality of Service worthy of our Airmen's commitment to serve in the Armed Forces of the United States and supports an end strength of 331,700 active duty personnel.

#### *Sharpening Our Skills*

Our fiscal year 2010 budget proposal enables us to train Airmen to fulfill both our Core Functions and the Combatant Commander's requirements. These changes span the vast array of skill sets, from improving language and cultural instruction to accelerated training for network operators. In fiscal year 2010, we will also enhance foundational training received by all enlisted personnel entering the Air Force by constructing a \$32 million state-of-the-art training facility at Lackland Air Force Base.

#### *Quality of Service*

The Air Force leadership is committed not only to the quality of life of our Airmen and families, but also to their Quality of Service—ensuring each Airman is able to perform consistently meaningful work and make a daily impact on the Air Force mission.

We also understand the burdens placed on the families of our Airmen. To meet the needs of our Airmen and their families, our fiscal year 2010 budget proposal funds a range of needed Quality of Life initiatives, including expanded legal assistance, advanced educational opportunities and new family housing. For example, our fiscal year 2010 budget proposal invests \$20 million to build two new Child Development Centers, as well as \$66 million to improve and modernize military family housing overseas. The Air Force is also continuing to execute its Family Housing Master Plan, which synchronizes the military construction, operations and maintenance, and privatization efforts necessary to improve our family housing. By fiscal year 2010, we will have all the funds necessary to award the privatization and MILCON projects needed to eliminate all of our inadequate homes, both in the United States and abroad—with all projects scheduled to be completed by fiscal year 2015. To this end, we are on track to award contracts to privatize 100 percent of Military Family Housing in the CONUS, Hawaii, Alaska, and Guam by the end of fiscal year 2010. For Airmen concerned about foreclosure, we provide assistance at the Airmen and Family Readiness Center at each Air Force installation. Additionally, we are working with the Department of Defense as it expands the Homeowners Assistance Program to wounded warriors/civilians, surviving spouses, and eligible military members affected by permanent changes of station.

#### *Shaping the Force*

America's Air Force draws its strength from its outstanding Airmen, with over 660,000 members of our Regular, Reserve, Guard, and Civilian personnel dedicated to the mission of the Air Force. In accordance with the Secretary of Defense's guidance, we will halt active duty manpower reductions at 331,700 for fiscal year 2010. We will also make commensurate adjustments in the Reserve Components, with 69,500 Airmen in the Air Force Reserve and 106,700 Airmen in the Air National Guard. We will also grow our Civilian cadre to 179,152, which includes 4,200 contractor-to-civilian conversions.

Retaining quality Airmen with critical skill sets remains a top priority. For fiscal year 2010, we have proposed \$641.4 million for retention bonuses and recruiting, which includes a \$88.3 million increase for recruiting and retaining health professionals. In addition, we will retrain Airmen to fill undermanned career fields to balance and shape our force in accordance with emerging requirements. Further efforts to shape our force will also include diversity initiatives designed to leverage the unique qualities of all Airmen to achieve mission excellence.

#### *Warrior Care*

As part of our commitment to Airmen, we, in collaboration with the rest of the Department of Defense, are strengthening our focus on wounded warrior care. The importance of ensuring that our wounded warriors receive the service and support they need throughout the recovery process cannot be overstated. Through specific budget proposal items, such as increased funding to bolster the size of our Recovery Care Coordinators cadre, our wounded care programs will continue to provide our Airmen the best medical and professional support possible.

Other advances in wounded warrior care are also underway including work with Interagency and local partners to create the necessary support networks to ensure success in continued military service or in the transition to civilian life. We are also reinforcing our commitment to our Air Force wounded warrior families through support programs specifically designed to help allay their burdens and honor their sacrifices.

### *Recapturing Acquisition Excellence*

To most effectively meet the demands of our warfighters, the Air Force has made Recapturing Acquisition Excellence a top priority. We recognize the profound importance of this capability, which enables us to acquire and recapitalize platforms that provide Global Vigilance, Reach, and Power. As stewards of the taxpayer's resources, the Air Force will solidify an Acquisition system that delivers the right capabilities to the warfighter in the field—on-time and within budget.

To accomplish this we have published an Acquisition Improvement Plan (AIP) that outlines the steps we will take to improve Air Force Acquisition, informed by a series of internal and external reviews. This plan focuses on five initiatives that: revitalize the Air Force acquisition workforce; improve the requirements generation process; instill budget and financial discipline; improve Air Force major systems source selection; and establish clear lines of authority and accountability within acquisition organizations.

Through this plan, the Air Force will focus on better developing our acquisition workforce to ensure that it is appropriately sized to perform essential, inherently governmental functions and flexible enough to meet continuously evolving demands. We will also work to develop requirements that meet the users' needs while, at the same time, ensuring that they can be incorporated into effective acquisition strategies that maximize competition and allow for a fair and open source selection process.

Our reviews also emphasized that establishing adequate and stable budgets continues to be critical for program success. Therefore, the AIP emphasizes realistic budgeting based on comprehensive program cost estimates. Once budget baselines are established, achieving program stability and cost control will be given the same priority as technical performance and schedule.

We also found some weaknesses in our procedures for large system acquisition source selections and shortages in the skill sets required to conduct major source selections. So we are going back to the basics; building processes to ensure that our personnel have the experience and training required to conduct source selections and, where necessary, revising our processes and policies and increasing our use of multi-functional independent review teams (MIRTs). We are also reassessing our Program Executive Officer (PEO) and wing/group/squadron organizations to determine if they are properly structured, and identifying specific actions that could be taken to improve them.

### READINESS AND RESOURCING

In the past year, we have continued to see stresses on our Air Force, both in our people and in our platforms. The Air force has conducted nearly 61,000 sorties in Operation Iraqi Freedom and over 37,000 sorties supporting Operation Enduring Freedom, delivering over 2 million passengers and 700,000 tons of cargo. In doing so, Airmen averaged nearly 265 sorties per day. Tens of thousands of America's Airmen are deployed to locations across the globe, including 63 locations in the Middle East. To support the efforts of our Airmen and provide for the recruiting and retention of the highest quality Air Force, our fiscal year 2010 budget proposal includes \$28.6 billion in Military Personnel funding. It provides for an across the board 2.9 percent pay increase, a Basic Allowance for Housing increase of 5.6 percent—resulting in zero out-of-pocket housing expenses for our Airmen—and a Basic Allowance for Subsistence increase of 5 percent. Additionally it halts the end strength draw-down which allows for rebalancing of the total force to cover new and emerging missions and stabilizes the active component end strength at 331,700; Reserve Component end strength at 69,500 Airmen and Air National Guard end strength at 106,700 Airmen. It also funds recruiting and retention bonuses targeted at critical wartime skills, including key specialties such as command and control, public affairs, contracting, pararescue, security forces, civil engineering, explosive ordnance disposal, and special investigations.

This high operations tempo requires focused attention on readiness. We use aircraft availability as our enterprise-level metric for monitoring fleet health, and the fiscal year 2010 budget proposal provides \$43.4 billion in Operations and Maintenance funding, a \$1.3 billion increase over our fiscal year 2009 appropriation, to mitigate the stresses of continuous combat operations on our aircraft. The fiscal year 2010 Operations and Maintenance appropriation funds pay and benefits for 179,000 civilian personnel, including 4,200 contractor to civilian conversions, an increase of 200 civilian acquisition professionals and a 2 percent pay raise. It fully funds 1.4 million flying hours, produces 1,200 pilots and sustains over 5,400 aircraft while accelerating the retirement of roughly 250 aged aircraft, producing a smaller, more capable fighting force.

Our aging air and space fleet requires focused attention. For example, we have grounded our F-15, F-16, A-10, C-130, and T-6 fleets for limited periods during the past 2 years. The skill and determination of our maintainers have ensured that we return aircraft to service as quickly as possible, but 2 percent of the fleet remains grounded and many aircraft fly restricted profiles. To ensure stable aircraft availability and mission capable rates, we continue to integrate Fleet Viability Boards into our normal life-cycle sustainment processes and strengthen centralized asset management.

Additionally, in fiscal year 2010 O&M funds will be used to rebuild the nuclear infrastructure by fortifying operations, developing people and sustaining 76 B-52s for global strike capability. The AF is also increasing MQ-1 and MQ-9 ISR capability to 43 unmanned Command Air Patrols. The O&M budget request honors the AF commitment to our Airmen and their families by increasing child care availability and special programs for children of deployed parents, providing for both legal assistance and advanced educational opportunities. Dollars are also committed to dormitory initiatives, unaccompanied housing, active Warfighter/Family Support Centers and Fitness Centers while still providing for the operating expenses of 83 major installations including two space lift ranges.

Our \$19.4 billion fiscal year 2010 Budget proposal for Research, Development, Test and Evaluation (RDT&E) is an increase of \$600 million from fiscal year 2009. This request funds requirements for next generation weapons and platforms by maturing technologies essential to equipping our Nation to defeat near-term and forecasted threats. We continue to develop and invest in future systems such as the KC-X Tanker program, F-35 Joint Strike Fighter, and the next enhancement of the Global Positioning System. Science and technology efforts advance propulsion, space-based airborne and ground sensors, directed energy, and command and control for both air and space. Modernizing our current fleet initiatives will provide upgrades to legacy fighters, bombers, strategic radar, and mobility requirements. Systems and technologies designed to improve space situational awareness are also critical elements of this Budget Request. Additionally we are rebalancing the portfolio towards procurement of proven and multi-role platforms.

We are committed to supporting today's warfighter while building tomorrow's weapon systems capability. The fiscal year 2010 procurement budget request provides \$21.7 billion to deliver immediate and future capabilities through investments made across four specific procurement appropriations: aircraft, missiles, ammunition, and other. The fiscal year 2010 Budget Request supports the Irregular Warfare Mission by increasing ISR platforms while modifying the existing fleet, provides joint warfighter support funding and balances investment in advanced aircraft platforms and legacy aircraft modifications. These funds will allow for the acquisition and modification of manned and unmanned aircraft, missiles, munitions, vehicles, electronic and telecommunications equipment, satellites and launch vehicles, and support equipment.

Funding critical infrastructure projects while meeting the needs of the Air Family are critical to our mission. The \$2.4 billion budget request for military construction, military family housing and base realignment and closure supports a \$300 million increase in military construction from fiscal year 2009. Projects will be focused on supporting the rebalance of AF and DOD priorities. Additionally the budget request continues our emphasis on providing quality housing for Airmen and their families. Finally, the AF is on target to deliver 17 BRAC 2005 projects on time while continuing the environmental clean-up of legacy BRAC locations.

To ensure proper stewardship of our resourcing, we have designated a Deputy, Chief Management Officer (DCMO) in line with the Department of Defense Strategic Management Plan. The DCMO is responsible for continuing our momentum in refining internal processes for reducing workloads or eliminating unnecessary work. Through a culture of continuous improvement, we are further improving warfighter effectiveness through integrated processes and systems, process improvement, and technology investments aligned with our priorities.

#### SUMMARY

We believe the Air Force's total proposed fiscal year 2010 budget of \$160.5 billion—which includes \$115.6 billion for Air Force managed programs, \$28.9 billion in other funded programs such as the National Foreign Intelligence, Special Operations Forces, and the Defense Health Programs, and \$16 billion in Overseas Contingency Operations provides the balance necessary to ensure support of today's commitments, while posturing the Air Force for success against tomorrow's challenges.

Chairman INOUE. Now may I call upon General Schwartz?

## SUMMARY STATEMENT OF GENERAL NORTON A. SCHWARTZ

General SCHWARTZ. Mr. Chairman, Senator Cochran, and other members of the subcommittee, I am proud to be here with Secretary Donley, representing your Air Force.

## AIR FORCE CORE VALUES

The United States Air Force is committed to effective stewardship of the resources the American people place in our trust, a commitment founded on our core values of integrity first, service before self, and excellence in all we do. Guided by our core values, American airmen are all-in, working courageously every day with precision and reliability.

I recently had a chance to take a trip and visit with some of our airmen performing at several locations around the world, and they are providing game-changing capabilities for the combatant commanders in the air and on the ground.

Last year, American airmen conducted 61,000 sorties in Operation Iraqi Freedom (OIF), some 37,000 sorties in Operation Enduring Freedom (OEF), and that is about 265 sorties a day. Airmen also serve in convoys and in coalition operations centers and deliver 2 million passengers and some 700,000 tons of cargo in the United States Central Command (USCENTCOM) area of responsibility.

And dedicated airmen directly support USCENTCOM operations from right here in the United States by providing command and control of unmanned aerial systems, while our nuclear operations professionals support the umbrella of deterrence for the Nation and our allies across the globe. And our space professionals are providing truly amazing capabilities, ranging from early warning to precise global positioning navigation and timing.

## BALANCING AIR FORCE PRIORITIES TO MEET CHALLENGES

Through Secretary Donley's guidance and his leadership, we have set the course to provide even greater capabilities for America and to balance our priorities across and to meet the spectrum of challenges. The top priority is to reinvigorate the nuclear enterprise as outlined in our nuclear roadmap.

We are fielding capabilities that allow us to innovate partnerships with joint and coalition teammates to win today's fight by expanding intelligence, surveillance, and reconnaissance with the procurement of 24 MQ-9 Reaper unmanned aerial systems.

And at the same time, we will continue to support our most precious asset, our people. We are focused on providing programs that develop and care for our airmen and their families with world-class quality of service and honor our commitments that we all have made to our wounded warriors.

Part of ensuring support for our airmen means providing the tools they need to do their jobs effectively. Therefore, we are modernizing our air and space inventories, organizations, and training with the right, if difficult, choices.

In addition to the programs that Secretary Donley just mentioned, we are committed to providing a robust air refueling capability. We also intend to increase efficiency by retiring aging air-

craft, and we will complete production of the F-22 at 187 aircraft and the C-17 at 205 aircraft, subject to congressional approval.

In recent testimony, Admiral Mullen stated that we are what we buy. Following his lead, we intend to maintain stewardship of America's resources for our warfighters in the field and our taxpayers at home by recapturing acquisition excellence and fielding the right capabilities for our Nation on time and within budget.

Mr. Chairman, with our core values guiding us, the Air Force will continue to provide the best military advice and stewardship, delivering global vigilance, reach, and power for America.

Thank you for your continued support of the United States Air Force, and particularly for our airmen and their families.

Sir, I look forward to your questions.

Chairman INOUE. I thank you very much.

As both of you are well aware, this subcommittee has been deeply involved in recent weeks in what we call the supplemental appropriations process. It seems likely that this week, we will close the shop and sign the bill. And hopefully, we will have this matter sent to the White House.

In all likelihood, this measure will include eight additional C-17s. It will have five additional C-130s and several other items. But I will leave those matters up to my colleagues who are experts in this area. But I would like to touch upon other items that may not be touched upon by my colleagues.

#### IRREGULAR WARFARE

Secretary Gates has been speaking of irregular warfare as being just as important as traditional warfare. And in your proposal, you have requested funds to build this capability to carry out your mission in this irregular warfare.

For the record, because many of my colleagues who are not on this subcommittee may not be familiar with what irregular warfare is all about, can you tell us what it is? And second, how you hope to build up the capability to involve yourself in this? General?

General SCHWARTZ. Mr. Chairman, irregular warfare is—I would describe it as something different than the traditional confrontation of major maneuver units on the battlefield.

It is a distributed battle. It involves high concentrations of civilian populations. It involves having to exert governance and control in the battlespace in a way that might not typically be the case in more conventional employment of our forces. And significantly, I think it requires a level of precision that perhaps is, again, not as needed in sort of traditional force-on-force engagements.

Now our basic approach to this is, again, not just for the Air Force, but rather recognition that this kind of employment requires a joint team that is very well integrated and can employ forces across the spectrum.

So that includes, for us, things all the way from lift and transportation to strike, very precision strike, and just as importantly as intelligence, surveillance, and reconnaissance capability because that is—intelligence is a key factor in success in this domain. And likewise, a whole range of skills that are required to build partner capacity.

So, for example, while the traditional aspect of training others depend on aircrew skills, it is much, much broader than that now and includes how do you run an airfield? How do you operate a safety shop? How do you maintain a runway? How do you maintain a budget?

These are things that are necessary for nascent air forces to achieve a capability to serve their nations well and effectively. And typically, they are not as sophisticated as we are and certainly don't have the benefit of the resources that you all put at our disposal.

And so, it means in terms of equipage perhaps having things that allow us to train others on that is something that they might be able to employ. It is not so sophisticated it can't be maintained or so sophisticated that perhaps it is beyond the natural ability of a growing, maturing Air Force.

I guess I would finally conclude, sir, by indicating that this is an area that requires skills that, as I was growing up, were not sufficiently appreciated—language and the capacity to interact with other cultures and appreciate that how we sit, how we present ourselves, how we interact with elders matters a lot in terms of our ultimate success. That is how I would capture it for you, sir.

Chairman INOUE. Mr. Secretary, do you have anything to add to that?

#### EFFECTIVE USE OF FORCES ACROSS THE SPECTRUM OF CONFLICT

Mr. DONLEY. I think the chief has captured it very well. I would also add I think, as we have approached our role in helping to train the emerging Afghan and Iraqi air forces, we are learning some good lessons along the way.

I think the Secretary's challenge to us is not just to improve our irregular warfare (IW) capability in specialized areas that we are all familiar with in the special operations forces (SOF). And we have additional resources put against our SOF forces, additional investments that are well understood by the subcommittee. The CV-22 is coming online, MC-130s. These kinds of capabilities will continue to be improved.

But what the Secretary is asking us to do is to think about how to use our general purpose forces more effectively in the irregular warfare part of the conflict spectrum. He has not asked us to fundamentally overhaul the capabilities of the United States Air Force or the other services, which are required to meet the full range of potential contingencies across the conflict spectrum, all the way from irregular, all the way up through high-intensity operations. And of course, we have the nuclear deterrent mission as well in the Air Force.

He is asking us to figure out ways to use the bulk of our forces, which are deployed across this conflict spectrum, figure out ways to be able to tailor those capabilities more effectively for IW work. So, as the chief has, I think, laid out pretty well, our issues are focused on how do we use our education and training system and our support for other nations to build up their capabilities more effectively?

And we are seeing that come through in a couple of different areas. One is, for example, the JCA, the C-27, which our Depart-



ment has been working on. That mission, as you know, is transferring from the Army to the Air Force.

But a light mobility aircraft such as this is of interest and is of use potentially to partners like Iraq and Afghanistan that may or may not have a C-130 kind of capability. Or if they do, it will be fairly circumscribed. They certainly won't be in the C-17 business, for example.

So we think having a capability like this in the United States Air Force makes us better teachers for potential partners who are not going to be buying JSFs or C-17s, the high-end capabilities that we will produce. So we see that in mobility, in the C-27. We see it also in the intelligence, surveillance, and reconnaissance (ISR) platforms, in the MC-12 capability that we are building that might, in the future, have some applicability.

That small, twin-engine airframe has applicability for partners who cannot afford and will not be in the unmanned aerial systems business and will not have thousands of personnel in their intelligence, surveillance, and reconnaissance systems. But, yes, they may be able to operate that MC-12-like capability going forward to give them an ISR capability.

#### TRAINING AIRCRAFT

And the third area is in our trainers, which, consistent with past practice, are often able to evolve from a training aircraft to a light attack aircraft, and there are different options for how to do this.

So certainly in our T-6 trainer programs, there are opportunities going forward to make T-6 and/or Super Tucano or propeller-driven airplanes of this class into light attack aircraft that could be utilized by partners again who are not going to be able to and do not have a need to operate at that higher end of the conflict spectrum. They can't afford to do that.

So having these capabilities inside our force structure we think will help us be better teachers and better partners and help us build up the security capabilities of partners facing counterterrorist operations, counterinsurgency operations whom we have an interest in building up to be not only better partners for us internationally, but to be good regional partners and able to take care of their own neighborhoods.

I apologize for the lengthy answer, but this is a good question.

#### 24TH AIR FORCE MISSION

Chairman INOUE. Well, the Secretary said, it is just as important as traditional warfare. Your 24th Air Force is going to be a focal point for cyber warfare. Can you tell us what you have in mind to carry out this mission, Mr. Secretary?

Mr. DONLEY. Well, sir, I will let the chief discuss it in more detail, but in general, we have information operation wings and network warfare wings and network operations capabilities that are responsible for taking care of Air Force networks, for defending them against cyber threats, which are growing and are at increasing risk. And so, we are growing this capability in the Air Force.

We made a decision last fall to put those capabilities under a numbered Air Force, which is our operational level inside the Air Force, to more effectively manage and oversee this work.

Chairman INOUE. General?

General SCHWARTZ. Mr. Chairman, just to emphasize, the thrust here is on two basic themes within what really is emerging as a contested domain. And that is, one, as the Secretary mentioned, to defend ourselves, to defend our nets because, increasingly, these networks are not just administrative conveniences, but they are, in fact, the way that we bring the integration of the magnitude of all of our capabilities to bear and command and control them in real time.

So defending our nets is vital to our combat capability, and that is a major function for the 24th Air Force. As well, there are more offensive kinds of capabilities here. For example, one can envision that it might be prudent to disable an integrated air defense array that we might want to penetrate by use of cyber rather than kinetic means, or some mix of the two. And advancing our capabilities in this regard will also be within the portfolio of the 24th Air Force.

I would conclude, sir, by indicating that, as you know, the President announced a cyber initiative last week. As part of that, there will likely be an organizational realignment within the Department of Defense. And the 24th will be the Air Force contribution to that larger enterprise for the entire Department.

Chairman INOUE. Thank you.

Senator Cochran.

#### AIR FORCE NONTRADITIONAL SUPPORT TO ARMY AND COALITION FORCES

Senator COCHRAN. Mr. Chairman, thank you.

General Schwartz, I understand that the Air Force has established as one of its top priorities greater support for the Army and coalition forces overseas in nontraditional Air Force missions on the ground. Could you give us some examples of this activity and the impact that that may be having in terms of your overall end strength?

Is it going to require you to reorganize or ask for more authority from the Congress to continue to carry out this mission?

General SCHWARTZ. Sir, the proposal, which is embedded within this fiscal year 2010 program proposal at 331,700 active duty end strength, is where we need to be, and I don't see us climbing much higher than that, if at all.

With regard to the so-called nontraditional tasks, our sense is and the leadership of our Air Force acknowledges, recognizes the country is at war, and that there are needs at this time that need to be fulfilled. They are requirements that the joint team needs to have accomplished.

And if your Air Force can do this, if we can make a contribution, that is what we are going to do. We will do whatever is required, wherever it is needed, for however long it is needed, provided that our youngsters are properly trained. That is our obligation.

And so, sir, we have folks that are doing convoy duty in Iraq. I visited with some at Arifjan a couple of months ago, and believe me, these folks do not see what they are doing as peripheral or not worthy. They know very well how important the work they are doing is.

And that is true whether it is medics or transportation folks or security forces operating outside the fence, whatever the discipline. It is needed. It is part of the joint effort, and our Air Force is proud to do it, sir.

Senator COCHRAN. Well, I compliment you for the initiative and showing flexibility of responding to something that is clearly needed and in our national interest. And we hope we will be able to provide the resources that you need to carry out these important activities.

#### HIRING OF GOVERNMENT CIVILIANS TO REPLACE CONTRACTORS

Secretary Donley, I understand the Air Force intends to reduce its reliance on contracted workers by hiring several thousand Government civilians to replace contractors. Has the Air Force identified what positions or functions it intends to resource from within your organization, and what savings, if any, do you anticipate through this initiative?

Mr. DONLEY. Sir, this is a DOD wide initiative, and a very important one. I believe there is a strong consensus in the Department and I believe also here in Congress that the reliance of the Department on contractors to do some work that was previously done within the Government has probably run its course, and the pendulum is starting to swing back the other way.

We are much more sensitized at this point to the need to bring back into the organic Government capability some of those functions that have been contracted out. And our target for fiscal year 2010, as I recall it, is about 4,000 of these conversions.

Almost about 2,000, about one-half of that is targeted for us on our acquisition workforce and growing our acquisition workforce in some critical areas that need reinforcement—contracting, systems engineering, and cost estimating. These are examples of capabilities we plan to beef up by relying less on contractor support and bringing those capabilities in-house.

Senator COCHRAN. As you know, we have a very large training facility on the Mississippi gulf coast at Keesler Air Force Base and very proud of the role that they have played over the years in our national defense. They are currently hosting the 81st Training Wing. I think it is the largest technical training unit and is a so-called “center of excellence” for computer and electronics training.

Anyway, I am going to put in the record some facts and figures that I understand are currently reflected in the hiring and the activities there. But they are being tasked now with developing infrastructure capacity to potentially host a new mission, the undergraduate cyber training mission for the Air Force.

#### COMMUNICATIONS AND ELECTRONICS CENTER OF EXCELLENCE

I wonder, General, if you have taken a role in this or have any information that you can give us about this possibility of a new center of excellence for electronics and computer-related training at Keesler?

General SCHWARTZ. Sir, as you know, Keesler Air Force Base has been for decades the center of excellence for training our entry-level communications and electronics specialists. And a natural extension of that could very well be the training of the workforce that

24th Air Force will employ in this increasingly digital and cyber era.

That decision has not been formally taken where that element will go, but clearly, Keesler Air Force Base is a very strong candidate, and we will have a range of courses from entry level on the cyber side to, obviously, what we call 5 and 7 level courses, increasingly more demanding courses, so that our people have the breadth and background required to do this work.

That is an important piece of the 24th, too. My focus naturally was on operations, but you have to make sure that the workforce has the skills necessary to do this. And that is the task that we are focused on, sir.

Senator COCHRAN. Well, thank you very much. And thank you for your excellent leadership in the roles that you have. We appreciate it.

Chairman INOUE. Thank you.

Senator Bond.

#### NEXT GENERATION FIGHTER AIRCRAFT

Senator BOND. Thank you very much, Mr. Chairman.

As I mentioned earlier, General Schwartz, I have some very real concerns about the intermediate term plans and, to be honest, what I see as a lack of intermediate plans.

I said that right now we have available proven platforms that have about an 85 percent solution. They are not fifth generation, but they are 4.8, 4.9, and you, yourself, mentioned the ability of externalities to enable some of those fourth generations to do things that one would have expected we could only achieve with the fifth generation. We won't go into that here, but we have discussed that previously.

And so, I am asking if you and the Secretary would be willing to take a look at the outstanding shortfall in the Air National Guard and the Air Sovereignty Alert mission, as well as the other needs in the Air Force? To determine whether there are fourth-plus generations of planes that will be needed that are affordable and that will be available unless and until the JSF or the F-35 is able to get online, which, at this point, having only completed, as I understand, 2 percent of its flight tests, may be some time.

General SCHWARTZ. Senator, as we have exchanged in the past, there is nothing off the table. I certainly am willing to revisit the formula and our positions that we have developed, as new information comes in. It would be foolish to do otherwise. And in fact, we met as recently as yesterday on this issue with Lieutenant General Harry (Bud) Wyatt from the Air National Guard and others.

Senator BOND. I understand. I am well aware of that, well aware of those discussions. I am not going to bring out the chart or anything like that because I know the discussions.

General SCHWARTZ. Right. Yes, sir. But I think that is what I would like to do, it is still my view that the high confidence path for us is to make the leap to the F-35. That is—it will populate the preponderance of our force as we go forward.

And the vital thing here is that in order for the F-35 to do the work that is required not just for us, but for the Marine Corps, for the Navy, and importantly, international partners, the F-35 needs

to be produced at rates which will help us manage our fleet aging issue that you mentioned, not less than 80 and probably higher, maybe as high as 110 a year.

And the other not insignificant benefit is to keep the average unit cost down for F-35 so that it can compete internationally.

Senator BOND. As we know, it is already—our international partners have already made the decision. The other broader question that needs to be considered is the aircraft industrial base.

Earlier this week, Secretary Mabus said they need to maintain a competitive shipbuilding base. Right now, we know we have gone from five or six primary aircraft producers down to two. And this budget annihilates one of those two. If this budget were carried out, we would be down to one.

And quite frankly, I ask you to look at the performance, the timeliness, the performance and the cost to see whether you would be comfortable going down to one, and I think there is a very good argument not to go down to one. And I just ask you to look at that.

General SCHWARTZ. You have my commitment to do so, sir.

#### NEXT-GENERATION BOMBER

Senator BOND. Next-generation bomber is part of that. Actually, the next-generation bomber and the sixth generation fighter have to be competed. They have to bring in these others, and the next-generation bomber was designed to force our adversaries to invest in their own defensive weapons.

Current bombers are having increasing access challenges. The warfighters analysis of alternatives completed in 2006 said that they were very comfortable with the NGB. The Center for Strategic and Budgetary Analysis replied to a question on NGB saying we have studied the NGB issue to death. The need, the requirement, and the technology are in hand and reasonably well understand.

And I believe Secretary Gates last week said, "My personal view is that we probably do need a follow-on bomber."

I would ask you, Mr. Secretary and General, whether it is time to be moving forward, looking at the industrial base as well as the need for the NGB?

Mr. DONLEY. Well, Senator, I think there is pretty good consensus that our national defense capabilities need to include more long-range strike and that we need to start modernizing that part of our force structure.

My sense is that the Secretary's decision in this regard earlier this year was based on the fact that we did not quite have all of the parameters of this capability locked down. I will let the chief talk to those in more detail.

So we made a decision to cancel the program that we had laid in. I do think we will need to return to this issue in the QDR. I do think there needs to be a good, thorough discussion about the attributes of the long-range strike capability we need. Its relationship to the Nuclear Posture Review is going to be very important. Obviously, that had not played out yet earlier this year.

So I think the Secretary, as he has indicated, will be open to further discussion.

## RETIRING OBSOLESCEMENT AIRCRAFT

Senator BOND. Well, we will look forward to discussing that with you. I won't take up the time of my colleagues here.

One final question. You are talking about the C-5. General Schwartz, you mentioned retiring obsolescent aircraft. I know you are constrained by congressional mandate not to retire those C-5s, some of which, not all of which, may be a very uneconomical way. Modernization isn't going to cut the mustard.

Should we be revisiting that to give the Air Force more flexibility to save costs by retiring inefficient, outmoded aircraft that will not meet the current needs so you can put it into other areas?

General SCHWARTZ. Senator Bond, too much aluminum is almost as bad as not enough. And as the Secretary indicated earlier, 316 tails is about the sweet spot right now. And if it is the decision to have the Air Force take on additional C-17s, it makes sense to begin to alter the fleet mix in a way that maintains that top line. So, yes, retiring older, less reliable C-5As certainly makes sense in the context if we go above 205 C-17s.

And sir, if I may take one minute perhaps of your privilege just to address the bomber briefly, your earlier question? This is important. Long-range strike is an essential capability for the Nation.

As the Secretary indicated, we weren't quite together with the Secretary of Defense on how we define this thing. What is the range? What is the payload? Is it supersonic? Is it subsonic? Is it manned? Is it unmanned? Is it nuclear, non-nuclear? Is it low observable, very low observable? These are the parameters we need to get together with the Secretary on.

There is an unfunded request that we have come forward with that addresses this to keep a concept development activity going so that we can answer these questions, as well as to keep certain technology efforts underway that apply regardless of how we define the platform. These are antennas, low observable antennas. These are data links. These are radars. Stuff like that.

Senator BOND. These have application to others across the fleet, not just long strike?

General SCHWARTZ. They do. Yes, sir. Thank you, sir.

Senator BOND. Thank you very much.

Thank you, Mr. Chairman.

Chairman INOUE. Thank you.

Senator Shelby.

Senator SHELBY. Thank you, Mr. Chairman.

## TANKER ACQUISITION

It has been my long-held belief that our military should procure the most capable tanker possible for our airmen using a fair, open, and transparent acquisition process. In separate discussions with both Defense Secretary Robert Gates and Acquisition Chief Dr. Ashton Carter, they assured me that this would be the case. Do you both agree?

Mr. DONLEY. We do, sir.

Senator SHELBY. Okay. This process, I believe, should also utilize a best value method that does not contain an option based purely on lowest cost. I will closely follow, as this subcommittee will, the

procurement process to ensure that our men and women in uniform receive the best equipment possible.

Secretary Donley, the Air Force tanker competition is scheduled to begin later this summer with the release of the request for proposal. There has been some discussion that a lowest price technically acceptable process could be utilized in the competition. I have concerns with this acquisition method because it clearly would not reach everyone's stated objective, that is, that the Air Force procures the best tanker for our warfighters.

Mr. Secretary, is it your belief that our pilots should fly the best, most capable tanker possible and not just the cheapest?

Mr. DONLEY. Sir, we always—we always balance capability and cost—

Senator SHELBY. Right.

Mr. DONLEY [continuing]. In our acquisition process.

Senator SHELBY. You have got to balance it.

Mr. DONLEY. We will continue to do that going forward. We are working on the acquisition strategy for KC-X right now at the senior levels in the Department, and we are committed to sharing with the Congress the results of our work when the Secretary has made a decision exactly how to proceed.

Senator SHELBY. General Schwartz, I know there has been some concerns about protecting, and should be, about the industrial base as the tanker competition moves forward. We are all concerned about jobs in the United States.

I believe any assertion that the Northrop Grumman tanker program steals jobs from American aerospace workers and sends them overseas is factually incorrect. By assembling the Northrop tanker in a new aircraft assembly and militarization facility, this proposal would create almost 50,000 new jobs in 50 States and comply with all current procurement laws in the Buy American Act.

Do you agree that given the vast quantity of jobs that would be created in selecting either Northrop Grumman or Boeing as the winner, it would have a positive impact on our Nation's industrial base? Either one.

General SCHWARTZ. Senator, as you are well aware, my role is to define requirements—

Senator SHELBY. That is right.

General SCHWARTZ [continuing]. And so on. Clearly, as others have suggested, what we want is to get the best possible airplane as quickly as we possibly can. And so, I, frankly, am agnostic about how this exactly gets done, provided we get on with it. And that is what I certainly have offered my Secretary, as well as the Secretary of Defense, is my best advice.

Senator SHELBY. Thank you.

#### UNMANNED AERIAL VEHICLES

Mr. Secretary, if I could do a little transition to the UAVs. I know you are working with the Army and the other services to develop a UAV acquisition roadmap. While I understand the benefits for the services to work together on this vital issue—I think it is important to do so—I have stated the importance of the Army retaining tactical control of their UAVs.

Do you feel that you can continue to work together with the Army, Navy, and Marine Corps to allow them continued control of the tactical assets that are so critically important to our troops on the ground and commanders in the field, especially as we move forward through the QDR?

Mr. DONLEY. Senator, these are very important capabilities that are being developed for our defense establishment. I will let the chief address the operational piece of this, but let me just say at the DOD level, we do cross-level and look very carefully at production capacity and how that is spread across different platforms, Predators versus Reapers, and other classes of UAVs.

And that is well balanced at the DOD level in terms of who is investing how much where to get the best balance across the services when we put together the budget.

Senator SHELBY. General Schwartz, do you have any comment?

General SCHWARTZ. Yes, sir. Senator Shelby, what General George Casey, the Army Chief of Staff, and I want is what works best, and whatever the division of labor is, is a very pragmatic call. And there is no emphasis within the Air Force of trying to assert ownership. This is a question of how one can best employ the fleet.

Now the reality is, is that, for example, unmanned systems, you have to take account for them in the airspace. You don't want airplanes running together, so on and so forth. If you have an air defense situation, you have got to know who is friendly and who is not. So there is a need for a level of coordination that must continue, regardless of who is operating the platform.

Senator SHELBY. Absolutely.

General SCHWARTZ. But the bottom line is that you should have little concern about whether the Army and the Air Force can collaborate on this. We can, and we are.

Senator SHELBY. And the marines and Navy, too?

General SCHWARTZ. Of course. Yes, sir.

Senator SHELBY. Thank you, Mr. Chairman.

Chairman INOUE. Thank you.

Senator Dorgan.

Senator DORGAN. Mr. Chairman, thank you very much.

I have been at a markup of the Energy Committee. So I am sorry I have been delayed.

General Schwartz and Secretary Donley, welcome.

I want to ask about the UAV and UAS issues. My understanding is that you plan to go from 34 Predator/Reaper combat air patrols to about 50 by the end of 2011. Have you decided where you might assign additional units of personnel to operate that many additional combat air patrol units?

General SCHWARTZ. Senator, we have not done specific assignment of those assets, which will be coming on down the road. Those which are coming on in fiscal year 2010, we have a much firmer idea. Those beyond are not quite as firm at this time.

#### C-27 JOINT CARGO AIRCRAFT

Senator DORGAN. All right. What is the status of the C-27 joint cargo aircraft program?

General SCHWARTZ. Sir, let me start big on that, if I may, and then get small. At the strategic level, what this is is a question



about who will do the direct support mission for the ground forces in the United States Army in particular? The Air Force traditionally does general support very well. As the Secretary of Defense has commented, it is sort of like running an airline, and you do it to both accomplish the tasks assigned, but to do it as efficiently as possible.

On the other hand, there is a different model which is a direct support model, which means that certain assets are dedicated to certain commanders or maneuver units, maybe not quite as efficient, but improves the reliability of that service to that particular organization or commander.

And what General George Casey, the Chief of Staff of the Army, and I have agreed is that the United States Air Force, if the decision is that the C-27 should migrate to the United States Air Force, we will do the direct support mission of the United States Army the way they think it needs to be done. And that is a commitment.

Now with respect to the program, the Secretary of Defense made a decision. It is not an instantaneous change. The Army is currently in charge of the program, has a program office. We have Air Force people assigned there. We will increase that number of Air Force people assigned or attached. And so, there will be a migration of the program management responsibility over about a year's time from the Army to the Air Force.

And a significant mark on the wall is the deployment of four aircraft to United States Central Command later in fiscal year 2010. That is driving us in terms of how we make the transition to make sure that we have got aircrews and maintainers and so on who can operate these aircraft forward.

Frankly, it might be a mix of Army and Air Force for that first deployment. That is not a problem, I don't think. But ultimately, we will incorporate the C-27 mission into the Air Force and provide the capabilities to the Army that they need and want.

#### RECRUITMENT AND RETENTION

Senator DORGAN. What kind of experience are you having with recruitment and retention?

General SCHWARTZ. Senator, we actually are in pretty good shape. Arguably, the economy is an asset in this regard in terms of recruiting, and retention has been good. In the noncommissioned officer (NCO) ranks, there is a little bit of softness, not something to be alarmed about. But a little bit of softness in the middle-grade NCOs, and we are watching that carefully.

In both officer and NCO recruitment and retention, we have difficulty in the medical career fields. There is keen competition for medical professionals, nurses, physicians, and so on. And that is an area where we have increased bonuses up to I think \$88 million in the 2010 program in order to try to compete better to bring medical professionals into our Air Force.

#### B-52 SQUADRON AT MINOT AIR FORCE BASE, NORTH DAKOTA

Senator DORGAN. Just two other questions, if I still have time? What is your status with respect to standing up the new B-52 squadron at Minot Air Force Base?

General SCHWARTZ. On track, sir. And that is part of our nuclear roadmap to do that, and it is on schedule, on track.

#### AIR FORCE ACTIVITY IN USCENTCOM AREA OF RESPONSIBILITY

Senator DORGAN. And could you just give the subcommittee a general description of the Air Force presence and activities in the war theaters of Iraq and Afghanistan so we get a sense of assets and personnel and so on?

General SCHWARTZ. Yes, sir. Of the 38,000 roughly folks that we have deployed overseas, about 30,000 of those personnel are in Iraq and Afghanistan or in the adjacent spaces. Of that, about 8,000 are Reservists, 5,000 Air National Guard, 3,000 Air Force Reserve. And they are performing a range of missions, certainly from lift to strike to intelligence, surveillance, and reconnaissance.

We run the hospitals at both Bagram Air Base and Balad Air Base on behalf of the joint team. We have, as I mentioned earlier, some of our youngsters performing convoy duties from Kuwait into Iraq, security forces, engineers, the whole array. It is a significant commitment.

We will grow in Afghanistan from about 5,000 today to maybe 6,500 total Air Force personnel as the numbers increase in theater. It is a significant commitment and one we do proudly.

Senator DORGAN. Well, let me thank you, Secretary Donley, and you, General Schwartz, for your willingness to be always available to us. And I would like to send you some additional questions on the C-27 and the combat air patrol future. So I will submit those questions.

And again, let me thank both of you for the work you do. I am very pleased.

Chairman INOUE. Thank you very much.

Senator Bennett.

Senator BENNETT. Thank you, Mr. Chairman.

#### HILL AIR FORCE BASE AND ICBM SOLID ROCKET INDUSTRIAL BASE

And I want to say to our two witnesses thank you for coming to Utah and for the experience you had. I hope the weather was good enough for you and the hospitality, et cetera. We appreciated your being there. They were there for the Air Force Association meetings last week.

I trust I can be forgiven for being a little parochial and discuss some of the issues relating to Hill Air Force Base and also the intercontinental ballistic missile (ICBM) solid rocket industrial base. On that latter issue, let me thank you for the news that I have received that the Air Force is going to maintain the solid rocket motor industrial base that supports the Minuteman III. What is the status of your request to reprogram fiscal 2009 funds?

Mr. DONLEY. Yes, sir. We do intend to request reprogramming just to beef up this program. The Department is looking at the reprogramming right now, awaiting first the results of the overseas contingency operations (OCO) work that the chairman referred to earlier. So once we have seen the results of the OCO, then the Department will proceed with its reprogramming work.

Senator BENNETT. Do you have any idea how many solid rocket motors you are planning to buy?

Mr. DONLEY. Off the top of my head, I do not have that information. But we will get you that for the record.

Senator BENNETT. Okay. Thank you. Thank you very much.  
[The information follows:]

The intent of the warm line is to exercise industry's Minuteman III-unique solid rocket motor production capabilities. Identifying a specific number of solid rocket motors is not an accurate measure of the ability to maintain this industrial base. Our fiscal year 2010 effort will initiate a low-rate production of the Minuteman solid rocket motors which will maintain design-unique material availability, sub-tier material supplier viability, touch labor currency, and design engineering personnel continuity unique to the Minuteman weapon system. In addition, our fiscal year 2010 effort will maintain systems engineering assessment capability and utilize independent verification of production processes. However, the actual production quantities are unknown until the contract is finalized.

#### F-16 REDUCTIONS AT HILL AIR FORCE BASE, UTAH

Senator BENNETT. Now I want to talk about what appears to be something of a donut hole on the fighter situation. Naturally, we are disappointed to learn that Hill is going to lose one of its three F-16 fighter squadrons as a part of the restructuring, and I understand the restructuring has to go forward and that there are logical reasons for it. But as I look at the locations where the F-16s are going to be removed around the country, they seem to be focused primarily in bases in the intermountain and southwest regions, and that will be geographically the area where you will see most of the F-16s withdrawn. And yet the Utah Test and Training Range (UTTR) is most accessible to those regions, and it seems to me that it would make most sense to take the aircraft away from something that is farther away from the Utah Test and Training Range.

I know Senator Cochran is very proud of the training range in Mississippi, but UTTR is the biggest land-based training range we have and, I think, a major, major asset to the Air Force. So has any thought been given to the fact that it might make more sense to keep the airplanes closer to the training range and take the reductions perhaps someplace else?

General SCHWARTZ. Senator Bennett, we have given thought to an array of considerations. The model of aircraft, their age, the proximity to training opportunities, the arrangements related to total force initiatives, and so on and so forth at various locations. Just to give you a sense, the rough reductions were predominantly in the training area. Air Combat Command took substantially less reductions than did our Air Education and Training Command.

The bottom line is that we have looked at that. It is true that Hill Air Force Base is a candidate to lose 24 F-16s. That is—from a people point of view, sir, that is 591 spaces. We know that is not trivial.

But we have looked at this as a package. And yes, Tucson will lose some airplanes, largely training platforms. Hill Air Force Base will take some down. There are roughly—the split is some overseas, some in Europe, some in the Pacific, a number here in the continental United States.

But I think the key thing here is that we have done this from a fleet management point of view, from a construct which suggests

that if we do this now, it will allow us to leap to F-35 more rapidly and that we need to look to the future and less to the past.

Senator BENNETT. All right. That brings up the donut hole I am talking about because you are going to combine the 388th and the 419th, merge them as a prototype for further efforts to mix active and Reserve fighters, and that is an effort that has seen good results so far.

But the impact on the depot is that they are going to see not just the 500 people you are talking about, but you are going to see a significant drop in depot work. And it is fine to say, well, the F-35 will come in at some particular point, but if that particular point is stretched out, you then lose—we are back to the question of manufacturing base. Only in this case, it is maintenance base. You lose the expertise that is there that could be maintained if there were some way to deal with the question of the F-16s.

#### F-35 BASING

Now it has been over 1½ years, the other side of the donut hole, stretching it out, that I have been told that Hill would be one of the first Air Force bases to receive an operational F-35 squadron. And now I understand that there is some backing away from that commitment, at least on the timing.

So do you still say that Hill is going to receive one of the first two operational F-35 squadrons? And if so, can you give me some hope that it will come sooner rather than later so that the donut hole can be filled with work?

General SCHWARTZ. Senator, I can't. I can't tell you it will be the first. We haven't made that decision yet. And one thing that the Secretary and I have tried very hard to do is not to make promises we can't keep. And so, I am being straight.

Senator BENNETT. Sure. Obviously, we prefer that.

General SCHWARTZ. Understood, sir. I think, just to give you a sense of what is at play here, there are multiple demands on the new system, as you can well imagine. There are—our commander in the Pacific Air Forces and certainly Admiral Keating at United States Pacific Command (USPACOM) has levied a demand signal for modernization in the Pacific with regard to potential threats on the Asia-Pacific rim.

Likewise, General John Craddock and the United States European Command has indicated that because the allies will gain F-35s in Europe, there will be a need for us to have F-35 presence or we will be out of sync with our allies on the European continent. And likewise, we know very well that we have needs—donut holes, if you will—in the United States.

So there are a lot of moving parts on this. The bottom line is that, and I am not saying anything that I don't think anybody believes, Hill Air Force Base is a great place to fly airplanes. And that is well known, and that certainly will be factored into basing decisions as we sort of integrate all of these demand signals.

Senator BENNETT. Well, I thank you for that. And it is not just a great place to fly airplanes. It is a great place to repair airplanes. And my concern is that if we see the workforce on the repair side, on the depot side drop down because of the action with respect to the F-16 and then a delay in bringing in the F-35, we wake up

to discover that the capacity that we have always identified with Hill suddenly isn't there. Well, not suddenly isn't there, but isn't there.

So I would ask you to take a look at that and say is there any way we can kind of nudge both of these, that is, nudge the F-16 in one way to close that end of the donut hole and nudge the F-35 in the other way to close that end of the donut hole? Yes, it is parochial on my part, but I also think it makes sense for the Air Force's capability to service the F-35 when the time comes.

Thank you, Mr. Chairman.

Chairman INOUE. Thank you very much.

Senator Murray.

Senator MURRAY. Mr. Chairman, thank you very much for having this hearing.

General Schwartz, Secretary Donley, thank you to both of you. It is good to see you again. Let me just start by saying thank you to all the work you and the men and women serving in the Air Force do today to successfully perform the very critical missions that they are doing to safeguard our country.

#### TANKER COMPETITION AND INDUSTRIAL BASE

It is really important to me that our airmen have everything they need to fight our wars overseas, both today and in the future. So I am going to start my questions today with a shocker. What can you tell me about tankers?

But before I do that, let me just frame that question about the upcoming tanker competition from the standpoint of our domestic industrial base. Mr. Chairman, I am very worried about our domestic industrial base. I am worried about its long-term ability to provide our military forces with what they need to accomplish their national security missions.

During last year's KC-X competition, everybody had real high hopes that it was going to be the best and brightest example of how the acquisition process could function and provide for the needs of our warfighters. Here we are today without a much-needed replacement of our aging fleet of refueling tankers.

Now I applaud the work of Chairman Levin and Senator McCain. They have championed efforts here to move acquisition reform through Congress. As part of that, I included a provision that requires DOD to report on the effects that canceling an acquisition program would have on our Nation's industrial base.

I have talked with both Secretary Gates and Secretary Carter about this issue. I want to make sure that we maintain a domestic industrial base that can respond to the ongoing need of our warfighters.

This is of particular concern to me as a Senator from a State that represents really the entire spectrum of constituencies on this issue. One end of the scale, we have end users who are the servicemembers at many military facilities in Washington State. We have two outstanding Air Force bases, Fairchild and McChord, who rely on the goods and services this industry produces. At the other end, we have the hard-working men and women of the industry, including the smallest supplier companies to the major manufacturers that tirelessly work to support our servicemembers.

So how we move forward with this acquisition is very important to me and to everyone I represent. General Schwartz, so I would like to ask you today how you are taking into account the health and longevity of our domestic industrial base as you tackle acquisition reform in the Air Force?

General SCHWARTZ. Ma'am, the basic approach, the mandate for doing this is clear to our Air Force. The way it has traditionally been done, and I, frankly, think it is appropriate, is that industrial base considerations are typically not considered within specific source selection activity on specific programs.

The acquisition technology and the logistics organization in OSD has the role to do that at particular milestones in the acquisition process. So they have the more global perspective, if you will, not just whether it is a tanker or a fighter or a lift platform or a satellite, but rather, the broader implications for industrial base.

And so, again, not completely in my lane, but the way that is currently being done makes sense to me. And it is clear that the civilian leadership understands the mandate.

Senator MURRAY. Secretary Donley, do you want to add anything?

Mr. DONLEY. No question that the Department has an interest in tracking how industrial base issues get affected by Departmental-level decisions and making sure those are taken into account as we go forward.

Senator MURRAY. We have to think about the future while we are thinking about today.

Well, let me talk about the timeframe for the tanker competition. Secretary Gates said that he needed a full team in place before this competition could be restarted. Now, Secretary Donley and General Schwartz, you are here. Secretaries Lynn and Carter, they have been confirmed and are in place. I have been told that we are going to begin work on this competition process this summer.

#### TIMING OF TANKER REQUEST FOR PROPOSAL

That is a couple weeks away from now. Can you provide an update on the timing for the request for proposal (RFP) and how this process will follow that?

Mr. DONLEY. Ma'am, we have been working on this issue for a couple of months now fairly intensively with Deputy Secretary Lynn, Secretary Carter, and other members of the acquisition team, and we are in the process of carrying forward the results of that work to the Secretary for his consideration. And we still do hope to get an RFP out this summer on the street.

Senator MURRAY. Hope to is not a definite timeframe.

Mr. DONLEY. No, this is our intent. And we have pledged, Secretary Gates has and I would certainly echo it, that when we have completed the results of our internal work and we are ready to go out, we will be briefing the Congress on the way forward.

Senator MURRAY. Okay. So we are still in the timeframe of summer?

Mr. DONLEY. Yes, ma'am.

Senator MURRAY. Can you tell me what measures are being taken to prevent the claims of an unfair evaluation or scales being tipped to one side or the other?

Mr. DONLEY. Well, we are committed from the get-go to a fair and open competition. There is no doubt of that.

We have taken measures inside the Air Force to strengthen our source selection process. We have, since the events of last summer, increased our focused training on lessons learned from the two protests that were sustained last year, the KC-X and the CSAR-X, to get those lessons learned into our source selection process.

With respect to the KC-X program in particular, we have put a few more senior people into that program office. We have moved contract approval authority up to the Secretary of the Air Force level, and we are undertaking other measures to strengthen the KC-X team and our source selection process as we lead into this RFP process going forward.

Senator MURRAY. Well, this is a difficult process, and all of us want the best aircraft as soon as possible. But I think I share with everyone on this subcommittee, we want to make sure that this is a fair and transparent competition. We are really urging you to make sure that that is very clear.

We want it to be good for the warfighter and good for the taxpayer, which leads me to the question of whether a dual buy is a viable option?

Mr. DONLEY. Well, we share the Secretary's view that a dual buy would be more expensive for the taxpayer in at least three dimensions. It would require the development of two airplanes instead of one. We would end up with two logistics and two sort of depot infrastructure processes in support of that effort instead of one. And in the near term especially, we are concerned about the impact on the Air Force's budget and the Department of Defense's budget generally by going to a dual track approach.

Our program has been structured around a buy of about 15 airplanes per year. To accommodate a dual award strategy, where you are buying airplanes from two providers, probably the minimum order quantity for each is 12 aircraft. So that means instead of buying 15 per year, we would need to be buying about 24 per year.

Senator MURRAY. And we do not have the budget capacity for that?

Mr. DONLEY. Well, this would eat significantly into our procurement program going forward. It potentially would almost double the tanker piece of the Air Force's procurement program within the FYDP going forward.

Senator MURRAY. Which means other things would be left off the table?

Mr. DONLEY. At the same time, we are trying to ramp up JSF, et cetera. So this is a concern to us, and this is basically the reason why we think the dual award would not make sense.

FAIRCHILD AIR FORCE BASE, WASHINGTON—AERIAL REFUELING  
MISSION

Senator MURRAY. Okay. I appreciate that, and I want this tanker competition done. You, of course, know I am hoping one plane company wins it. Just as high on the list for me is making sure that we protect our taxpayers in this process. So I appreciate your answer to that question.

Beyond the tanker competition, you are simultaneously working on tanker beddown. So I want to talk about Fairchild Air Force Base in my home State and how it is uniquely positioned to support the KC-X beddown.

We have two air wings who have a very proud refueling history there. I have seen them in action. They are incredible. We have a large runway and a strategic location for the execution of global reach mission, which is important.

I recently met with the wing commander at Fairchild, and we talked about the excellent relationship that Fairchild has with the Spokane community, as well as some of the challenges that they have faced of late. I am sure you are aware that last winter one of Fairchild's key training facilities had its roof collapse during a major snowstorm there. Even though its runway is the right size, it is due as well for some very important maintenance and continued upkeep so it is ready for KC-X.

Can you confirm for me that we are doing everything we can to make sure that Fairchild is ready for the KC-X when the time comes?

General SCHWARTZ. Again, ma'am, I don't want to suggest that, again, promises—not a promise. But certainly Fairchild Air Force Base is an obvious candidate for early beddown. There are others in the country, too, and we will see sort of what the production rate allows us to do. But Fairchild Air Force Base certainly is in the long-term plan.

FUTURE OF 36TH RESCUE FLIGHT—FAIRCHILD AIR FORCE BASE,  
WASHINGTON

Senator MURRAY. Okay. Well, I stand ready to help you do whatever we need to do there to make sure we are ready for that as well.

In addition to supporting the refueling mission, Fairchild is also home to the 36th Rescue Flight. They are very important. They support the 336th Training Group and Air Force Survival School. We know that these helicopters evacuate and help locate students who become lost during their survival training. They are very important.

It also supports civilian search and rescue operations. They have actually saved about 600 people during recent missions in a variety of States, not only mine, but Idaho, Oregon, and Montana. They are just extraordinary. Their crewmembers are unbelievable, and everybody just is amazed at their capability. So, first of all, my thanks to them.

But I wanted to make sure that you all were committed to work with us on the future of that 36th Rescue Flight. This is so that we can maintain that very critical training in emergency rescue operations that they have.

General SCHWARTZ. Yes, ma'am. And I would also indicate that that is related to the decision to discontinue the CSAR-X program. And the Secretary made a call on that particular program, but clearly, the mission remains important for the Department of Defense, and that unit is part of that tapestry.



Senator MURRAY. Okay. Well, they are very important to us. I know they are important to you, and I will work with you to make sure we have what we need within the budget process on that.

So thank you very much.

And thank you, Mr. Chairman.

Chairman INOUE. Thank you very much.

Senator Shelby, do you have any questions?

Senator SHELBY. I have no further questions.

Chairman INOUE. Then Mr. Secretary, General Schwartz, I would like to thank both of you for your testimony today.

#### ADDITIONAL COMMITTEE QUESTIONS

I will be submitting questions on the tanker fleet. I am concerned personally because of the age factor. And I will also inquire into your thoughts further on dual purchase because I have received a report suggesting that there may be massive savings if you had two sources, but I will leave it up to you.

I am also asking questions on the possibility of developing an export version of the F-22. I have had inquiries from our friends and allies abroad indicating strong interest in acquiring such aircraft.

And so, with that, I would like to thank you once again.

[The following questions were not asked at the hearing, but were submitted to the Department for response subsequent to the hearing:]

#### QUESTIONS SUBMITTED TO HON. MICHAEL B. DONLEY

#### QUESTIONS SUBMITTED BY CHAIRMAN DANIEL K. INOUE

##### TANKER CONTRACT AWARD

*Question.* Secretary Donley, will the tanker replacement program request for proposals go out to industry this summer? Is the Department on track to make a contract award for the tanker replacement in early fiscal year 2010?

*Answer.* We expect to release the draft request for proposal in late September 2009, with a planned contract award in summer 2010.

*Question.* Secretary Donley, why is the Department confident that the upcoming tanker contract award will not result in a protest to the Government Accountability Office? What is the Department's plan if another protest is lodged and upheld?

*Answer.* Protests are the prerogative of industry afforded by law. The Air Force cannot guarantee that the losing bidder will not file a protest with the Government Accountability Office. However, the Air Force has worked closely with the Office of the Secretary of Defense to ensure that the source selection strategy we implement will withstand outside scrutiny. If a protest is lodged and upheld, the Air Force will take the Government Accountability Office recommendation into consideration, and evaluate the next steps to recapitalize our tanker fleet.

##### TANKER DUAL BUY STRATEGY

*Question.* Secretary Donley, what are the pros and cons of the Department of Defense awarding a split buy of tankers between the two industry competitors? What are the costs associated with this acquisition strategy for the full tanker replacement program?

*Answer.* The pros and cons of the Department of Defense awarding a split buy of tankers are as follows:

##### Pros:

- Will likely expand U.S. wide-body aircraft manufacturer industrial base; and
- Lowers risk of protest.

##### Cons:

- Doubles development cost from approximately \$3.5 billion to \$7 billion;
- To produce the minimum Economic Order Quantity of 12 aircraft per year per competitor would increase average annual production costs from approximately \$3.6 billion per year to \$6.2 billion per year;

- Magnifies training, operations, logistics, and support costs by introducing two new and different airframes at the same time; and
- Would result in a significantly increased cost per aircraft if we pursued a split buy at the current funding level, due to production inefficiencies.

Note: If additional production funds were available to support the procurement of 24 aircraft per year, there would be a faster recapitalization of our tanker fleet; but, we could achieve at least equal benefit from buying 24 aircraft per year from a single offeror

OSD (AT&L) estimates the costs associated with a dual award strategy for the whole KC-X program would be between \$11–\$14 billion (Net Present Value).

#### STRUCTURAL REPAIRS OF KC-135 TANKERS

*Question.* Secretary Donley, based on the current tanker replacement program, it will take over 30 years to recapitalize the KC-135 fleet.

Can you elaborate on the cost of the structural repairs that will need to be done on the KC-135 fleet during the acquisition of the replacement tankers? Can these costs be avoided if the fleet is replaced sooner?

Answer.

#### *Discussion of Approach*

Skin replacements are the major structural repairs that occur on the KC-135 over and above the existing Programmed Depot Maintenance (PDM) scheduled maintenance. To date, these skin replacements have been manageable. Replacements in PDM have been limited, and there is a reasonable amount of rework that can be accomplished before most of the structures require replacement. However, the lack of a methodology accounting for the interaction of corrosion with fatigue generates uncertainty in our ability to accurately predict structure degradation.

The following assumptions were made to determine the cost and schedule for replacing the skins:

- The dates we have forecast for replacement were selected to gain the most benefit from the work that will be accomplished, therefore the initiation date was schedule and not technically driven.
- To minimize the impact to aircraft availability, it was assumed that no more than 12 aircraft would be down at any one time, and the tasks were grouped to be accomplished concurrently.
- Each estimate uses current year (fiscal year 2009) dollars and is per aircraft; then year dollars will be more.

The information below can be compared with the proposed adjusted schedule for the KC-X. For example, the crown and center wing (wing box) upper skins (see below) would not require replacement until fiscal year 2026. Acquisition of KC-X would eliminate the requirement to modify 230 of the KC-135 aircraft.

#### *Aft Body Skins*

Replacement of these skins is already programmed to be done as part of PDM fiscal year 2012-fiscal year 2017.

Estimated cost per airplane: \$0.3 million.

Schedule: Fiscal year 2012-fiscal year 2017, 416 aircraft.

Estimated total cost: \$124.8 million.

Maximum aircraft down: N/A—concurrent with PDM.

#### *Upper Wing and Horizontal Stabilizer Skins*

These would be done concurrently, separate from PDM, in a speed line, and include replacement of substructure components that are important to continued use of the aircraft and accessible when the skins are removed.

Estimated cost per airplane: \$6.7 million.

Schedule: Fiscal year 2016-fiscal year 2034, 416 aircraft.

Estimated total cost: \$2.8 billion.

Maximum aircraft down: 12 (at any one time).

#### *Crown and Center Wing (wing box) Upper Skins*

This replacement is planned further in the future since recent experience has not indicated significant problems with corrosion or cracking. They are planned to be done concurrently in a speed line and separate from PDM. We have accounted for planned retirements in this increment.

Estimated cost per airplane: \$4.6 million.

Schedule: Fiscal year 2026-fiscal year 2034, 230 aircraft.

Estimated total cost: \$1.1 billion.

Maximum aircraft down: 12 (at any one time).

Due to the materials and the assembly techniques used when the KC-135 aircraft was originally procured, occurrences of corrosion and stress corrosion cracking will continue to be a primary area of concern. These materials are susceptible to corrosion or stress corrosion cracking. Corrosion is aggravated by the assembly techniques that did not use modern methods of corrosion prevention during assembly. Continued inspections, repairs, and preventive maintenance are required to ensure a viable fleet.

Can these costs be avoided if the fleet is replaced sooner? Yes, as indicated in the answers above, some of the costs could be avoided, depending on timing of KC-X replacement and retirement schedule for the KC-135.

#### END STRENGTH

*Question.* Secretary Donley, we understand that the Air Force will be allocating personnel to new or growing mission areas such as cyber security, the nuclear enterprise, intelligence, surveillance and reconnaissance and other air support activities.

What tradeoffs are you considering that will enable the Air Force to dedicate more people to these missions?

*Answer.* In the fiscal year 2010 President's budget, we source these new and emerging missions primarily through the proposed Combat Air Forces (CAF) restructuring plan. This effort accelerates the retirement of approximately 250 of our oldest fighters, funding a smaller but more capable, flexible, and lethal force, and redistributing manpower to emerging high priority missions.

Implementation of the CAF restructure allows the Air Force to realign approximately 4,000 manpower authorizations to emerging and priority missions such as manned and unmanned surveillance operations and nuclear deterrence operations. This restructure is a major step, and was proposed only after a careful assessment of the current threat environment and our current capabilities. In addition to being a significant investment in bridge capabilities to our fifth generation-enabled capability, this action shifts manpower to capabilities needed now for operations across the entire spectrum of conflict.

*Question.* Secretary Donley, how do you see the roles and missions of the Air National Guard and Air Force Reserve changing in the future?

*Answer.* As the Air Force moves forward, we must capitalize on the tremendous talent the Air National Guard and Air Force Reserve contribute to the Total Force, as both a strategic and operational resource. It is critical to build on the success of Total Force Integration to drive even greater gains in effectiveness and efficiency, and expanding integration initiatives across the force maximizes our capabilities across the spectrum of conflict—from building partnerships and irregular warfare to conventional operations and strategic deterrence. The Air Force will need to expand associations, both classic and active, as part of our broad effort to modernize our organizations into a more capable Air Force. This expansion also includes examining new mission areas, such as unmanned aerial systems, space and cyber, for Air Reserve component units as appropriate.

#### C-17 PROGRAM

*Question.* Secretary Donley, there are some critics of the Department's plan to terminate production of the C-17 strategic airlift aircraft in fiscal year 2010. The next mobility capabilities and requirements study which will inform a decision has not been completed and C-17 is the only warm production line we have for strategic lift aircraft.

What are your views about the adequacy of planned strategic airlift?

*Answer.* The Air Force's planned fleet of 324 strategic airlift aircraft (213 C-17s, 52 C-5Ms and 59 C-5As) is more than sufficient to meet the current National Military Strategy. The C-5 RERP Nunn-McCurdy review of the 2005 Mobility Capabilities Study established a strategic airlift capability requirement of 33.95 million ton-miles per day, and the Air Force's strategic airlift program of record meets this requirement. The ongoing Mobility Capabilities and Requirements Study 2016, expected in December 2009, will help establish the future strategic airlift requirement.

#### AIR FORCE NUCLEAR ENTERPRISE

*Question.* Last fall, the Air Force published a strategic plan on "Reinvigorating the Air Force Nuclear Enterprise."

Secretary Donley, please walk us through the Air Force's plan to restore credibility in delivering secure and reliable nuclear deterrence capabilities to the American people.

*Answer.* The Air Force has undertaken major efforts to reinvigorate our Nuclear Enterprise, to include a major step by activating a new major air command, Air

Force Global Strike Command (AFGSC), at Barksdale AFB, Louisiana. The AFGSC organizational construct clearly aligns nuclear missile and nuclear capable bomber units under a single command and demonstrates a visible commitment to the nuclear deterrence mission. AFGSC will now foster a robust strategic deterrence enterprise and standardized self-assessment culture.

Additionally, we realigned and consolidated nuclear sustainment under the Nuclear Weapons Center in Air Force Materiel Command. The Nuclear Weapons Center is now the focal point for nuclear weapons life cycle management and positive inventory control for nuclear weapons related material.

The Air Force has also established a new directorate on the Air Staff responsible for Strategic Deterrence and Nuclear Integration under the leadership of a major general. These actions represent the largest reorganization the Air Force has undertaken since the early 1990s, and provides the leadership and focus necessary to accomplish this critical mission with the precision and reliability it demands in today's environment and into the future.

In addition to this significant reorganization effort we have also instituted changes to the Air Force corporate process by adding the Nuclear Panel for specific focus on nuclear issues and charged the Under Secretary of the Air Force to be responsible for broad nuclear policy and oversight. We also founded the Nuclear Issues Resolution and Integration Board and the Nuclear Oversight Board. These boards meet quarterly to ensure Air Force senior leaders involvement and notification on recent events occurring in the nuclear enterprise. The Nuclear Oversight Board is made up of major command commanders with equity in the enterprise and chaired by General Schwartz and me.

We have also examined our inspection and self-assessment culture across the nuclear enterprise and have made improvements there as well. The Air Force Inspection Agency will have oversight of every nuclear-related inspection. Inspection teams will consist of approximately 20 "core" team members who have undergone a standardized training and certification process to ensure consistent rigor. We have implemented a root cause analysis methodology to determine why mistakes were made and if they are a symptom of a larger problem.

Finally, we have undertaken initiatives to deliberately develop leaders in the nuclear enterprise. We have reviewed every Air Force professional military education course from basic training to senior developmental education to ensure every Airman knows and understands the United States' policy and strategy for nuclear weapons. Additionally, we have established a process to track nuclear experience and developed new courses to prepare leaders to fill key nuclear billets. These processes will help ensure we place the right person, with the right skill set, in the right job, and at the right time.

*Question.* Secretary Donley, how do you plan to rebuild the Air Force's culture and institutions so that each Airman understands the importance of the nuclear deterrence mission?

*Answer.* The Air Force has conducted a review of the curriculum in every professional military education course from basic training through senior development education to ensure Airman are taught Air Force nuclear policy and strategy at key points throughout their careers.

We have also refocused our nuclear inspection mindset. Instead of inspection teams identifying errors and the units simply fixing identified problems, we now do an extensive root cause analysis to determine why the mistake occurred, and if it is the symptom of a larger problem. This encourages our organizations to take a look at their entire processes to find ways to improve instead of just fixing what is broken. This new process strengthens self-assessment capabilities and instills a "culture of excellence" mentality.

#### JOINT CARGO AIRCRAFT

*Question.* Secretary Donley, the Joint Cargo Aircraft program is now an Air Force responsibility rather than a joint Army-Air Force program. In addition, the validated requirement of 78 aircraft appears to have dropped to 38 aircraft.

Why has the Air Force assumed responsibility for this program and what has changed to reduce the requirement?

*Answer.* The transfer of Army Time Sensitive/Mission Critical airlift support to the Air Force intends to capitalize on efficiencies gained by operating the tactical airlift fleet under a single service. The Department of Defense is now engaged in an overall look to leverage existing intra-theater airlift capability to maximize effectiveness and minimize expenditure of taxpayer dollars. The changes reflected in the fiscal year 2010 President's budget request balance the C-27J capabilities with the

existing capabilities in the Department. The Air Force will continue to evaluate the entire intra-theater fleet as mission needs develop.

#### FIGHTERS IN THE AIR NATIONAL GUARD

*Question.* Secretary Donley, the Committee recently received testimony from the Air National Guard alerting us to the fact that 80 percent of their F-16 fighter inventory will face retirement beginning in 2017. Retiring these aircraft will almost eliminate the fighter aircraft that the Air National Guard has dedicated to the Combat Aviation and Air Sovereignty Alert missions.

What steps are you taking to ensure that the Air National Guard is properly equipped for its important homeland security mission over the United States?

*Answer.* Homeland Defense is the Department of Defense's first priority and we are committed to the Operation NOBLE EAGLE mission through the long term. Recapitalization of the fighter and tanker fleet will require many years, and within the available funding, we will maximize the life of existing aircraft.

We continue shaping our force structure to meet the threat with the best mix of capabilities. To do this, we are acting swiftly to remedy our potential capability gaps, based on accurate service life and fleet health projections over the next 5-15 years. The Quadrennial Defense Review will also take a close look at Homeland Defense requirements and provide us further insight on the force structure required to meet our Nation's air defense needs.

*Question.* Secretary Donley, is the Air Force looking at new missions for the Air National Guard? Are additional association relationships with active Air Force units planned?

*Answer.* The Air Force continues to examine opportunities for integration with the Air National Guard and all existing and emerging mission areas are considered for Total Force Integration initiatives. Currently, there are additional fighter associations planned for the Air National Guard. The Air Force recognizes the significant contributions that experienced Air National Guard Airmen bring to Total Force Integration associations and expects those benefits to continue in legacy and next generation missions.

*Question.* Secretary Donley, if delays in the F-35 Joint Strike Fighter program keep the Air Force from filling the empty fighter spots in the Air National Guard with the new aircraft, will you consider buying 4th generation F-15s and F-16s, which provide improved capability over the aircraft being flown today?

*Answer.* The United States Air Force has invested heavily in the F-35 program, and we are closely tracking developments in order to ensure that it stays on track. The Chief of Staff of the Air Force, General Schwartz, has stated on many occasions that the key to the Air Force's fighter recapitalization is the F-35, and any initiatives to procure fighter weapons systems other than the F-35 would require buying fewer F-35s. Subsequently, delays in F-35 procurement would also cause an increase in cost and further delay the F-35 for the Air Force, Navy, and Marine Corps.

After the Quadrennial Defense Review is completed, we expect to have a more accurate picture of what the Nation's and Air Force's requirement will be for fighter force structure. If there is going to be a gap in capabilities, this could be addressed by extending the service life of the F-15s and F-16s. We are currently conducting fatigue testing on the F-15 and F-16 fleets to provide a scope and focus on the structural modifications that might be necessary. Once these structural tests are complete, we will have a sense of whether or not we will need a Service Life Extension Program. Beyond this, we have no plans to procure additional 4th generation F-15s and F-16s.

#### INTELLIGENCE, SURVEILLANCE AND RECONNAISSANCE

*Question.* Secretary Donley, what is the status of discussions to bring the C-12 programs together, possibly under the Air Force, and avoid duplicative efforts in areas such as sensor development and training programs? What are the disadvantages of a joint approach here?

*Answer.* The C-12 class of aircraft is made up of over 26 different aircraft variations, and the numerous sensor configurations easily triple the number of overall configurations in separate Services. Consolidation of these converted civilian platforms under one program would be extremely challenging and time-consuming. A few discussions have occurred with regard to merging the C-12 class aircraft under one Service; however, to satisfy urgent warfighter needs, the Air Force's focus has been on producing, modifying, and fielding aircraft as rapidly as possible. Due to the numerous variations and capabilities of currently fielded C-12 systems, separate management is the most rapid way forward for today's needs. To determine the full

range of advantages and disadvantages for a common future platform, further discussion and in-depth analysis will be required.

#### EXPORT VERSION OF THE F-22

*Question.* Secretary Donley, I believe the Department should consider an export program for the F-22 Raptor fighter aircraft. Under the rules for such a program, the costs for developing an export variant is borne by the interested nation, not the United States. This would enable us to provide advanced fighter capabilities to our close friends and allies.

Secretary Donley, what is your view of an export program for an F-22 variant?

*Answer.* The Oby amendment to the fiscal year 1998 Defense Appropriations Act, reenacted annually in every subsequent appropriations act, prohibits foreign military sales of the F-22A Raptor. However, I believe the F-35 is the aircraft of the future, for both the United States military and our partner nations. It would be very expensive for Japan, Australia, or other nations to buy an export model of the F-22, and this funding is potentially better spent on collectively developing the F-35 and the interoperability that enables us to work together in future joint and coalition operations around the world.

*Question.* Secretary Donley, could you give the Committee a rough order of magnitude estimate on the cost and schedule to develop an export version of the F-22?

*Answer.* The rough order of magnitude cost and schedule estimate to develop an export version of the F-22 is estimated at \$2.3 billion for non-recurring development and manufacturing, with the first delivery of an operational aircraft 6.5 years from the Engineering Manufacturing and Development contract.

These figures came from a recent study which was reported to SAC-D staff and Senator Inouye in May 2009. The study also identified an additional cost estimate of \$9.3 billion for the production of 40 aircraft, resulting in a total estimated cost of \$11.6 billion (average aircraft cost of \$290 million). A Letter of Agreement signed in early 2010 would result in the first operational aircraft delivery no sooner than 2017.

The cost and schedule estimates above only include the air vehicle (aircraft, engines, and avionics). The study did not include recurring or non-recurring costs for support and training systems, initial spares, base stand-up, interim contractor support, U.S. government program offices, foreign military sales surcharges or production shutdown.

*Question.* Secretary Donley, do you think the availability of an export version of the F-22 would change the international market for the F-35 Joint Strike Fighter?

*Answer.* Introducing the F-22 into the export market as another available fifth generation fighter would have a pronounced effect in reducing international interest in acquiring the F-35. Reduced foreign sales of the F-35 would cause an attendant increase in unit cost to the United States—Air Force, Navy, and Marine Corps—and would have the same effect on those international partners dependant on the F-35 for their future airpower capabilities; potentially decreasing international sales, resulting in even greater unit cost increase.

The benefit of interoperability to the U.S. warfighter is another major concern. The Air Force will maintain a small fleet of F-22s, while acquiring F-35s. The Air Force, Navy, and Marine Corps will have much greater interoperability with partner air forces employing the F-35 than with the F-22.

Finally, non-recurring engineering costs associated with hardware and software re-design to produce an exportable version will be substantial—well over \$2 billion. The result would be an airframe different in many respects from the Air Force F-22, complicating the training of international pilots and adversely affecting interoperability even beyond considerations of fleet size. Additionally, Air Force personnel and technical resources required to develop and oversee such a program would detract from resources needed to properly manage our own acquisition programs.

#### THE CYBER COMMAND

*Question.* Secretary Donley, the 24th Air Force, which will stand-up this year at Lackland Air Force Base, Texas, is the Air Force's focal organization for dealing with cyber operations and network warfare. The mission is new and success will depend on developing a highly skilled workforce drawn from a number of Air Force career fields.

What are your plans for identifying and managing the cyber warrior career force?

*Answer.* The Air Force is committed to establishing dedicated officer, enlisted and civilian career fields to meet the emerging demand and address recruiting, training and retention challenges. Air Force Space Command, as the lead command for

cyber, and the Air Staff are collaborating to identify personnel and positions that are performing or will perform cyber duties. So far, the enlisted Network Warfare Operations (1B4) and officer Cyber Operations (17D) career fields were approved on April 15, 2008, to be established not later than October 2010. No date has been established for civilian career field solutions, as we are still in the early stages of investigation and development.

*Question.* Secretary Donley, since the cyber field is relatively new, this is an opportunity to optimize a DOD-wide approach to training and operations.

How is the Air Force working with the other Services to develop joint training, joint certifications or shared facilities?

*Answer.* Joint cyber training standards and certification remain a work in progress. The Office of the Secretary of Defense and Joint Staff are leading the Department of Defense effort in collaboration with the Services, U.S. Strategic Command, and Joint Forces Command. The Air Staff and Air Force Space Command, as lead command for cyber operations, are heading Air Force efforts. Current Joint and Service efforts focus on enhancing existing training programs to further mature and professionalize the force. A robust cyber training enterprise has emerged, composed of Service, Joint, academic and commercial solutions. This initial effort should be complete by spring 2010.

---

QUESTIONS SUBMITTED BY SENATOR ROBERT C. BYRD

C-5 AIRCRAFT

*Question.* Mr. Secretary, I believe premature repeal of Section 132 of the fiscal year 2004 National Defense Authorization Act (NDAA) that pertains to the retirement of C-5A strategic lift aircraft language could result in the U.S. Air Force's (USAF) making uninformed force structure decisions, just as the Army and Marine Corps are growing in size and lift requirements. Section 132 was enacted to ensure the USAF does not prematurely retire C-5A aircraft without having the objective data from the C-5 Reliability Enhancement and Re-Engining Program (RERP) Operational Test and Evaluation (OT&E) and a report submitted to the Congressional defense committees.

Should Section 132 be repealed and will the USAF undertake a thorough review of the C-5 OT&E data, which is expected to be available this year, prior to issuing any decisions to retire any C-5 aircraft?

*Answer.* The United States Air Force will fully consider all information at its disposal, to include the IDA study, prior to making any programmatic decisions.

*Question.* Mr. Secretary, the fiscal year 2008 NDAA-directed Institute for Defense Analysis (IDA) Study on Size and Mix of Airlift Force (February 2009) affirmed the value of C-5s and their modernization programs. IDA considered 36 alternative mixes and sizes and compared them against the current program of record (316 strategic airlifters). The study found; "that retiring C-5As to release funds to buy and operate more C-17s is not cost-effective". Additionally, "virtually all the C-5s and C-17s have lifetimes beyond 2040".

Will the IDA study's overall conclusion that C-5A RERP is preferable to additional C-17s be fully considered by the USAF prior to moving forward with any plans to retire any C-5A aircraft?

*Answer.* The United States Air Force fully considers all information at its disposal prior to any programmatic decisions and will fully consider the IDA study if there is a proposal to retire C-5A aircraft.

*Question.* Mr. Secretary, I do not support repeal of Section 132 of the fiscal year 2004 NDAA. I believe the Office of the Secretary of Defense and the Congress should consider all objective data in support of future fact-based force structure decisions. It is my hope that Section 132 be allowed to expire in the February/March 2010 timeframe following submission, and proper consideration of the C-5 RERP OT&E report to Congress.

Should Section 132 be repealed and a decision made to prematurely retire a portion of, or the entire, C-5A fleet, what would be the impact on the 167th Airlift Wing of the West Virginia Air National Guard, which was just officially designated as a fully operational C-5A unit on April 1, 2009?

*Answer.* Repeal of Section 132 of the fiscal year 2004 National Defense Authorization Act would provide the Air Force maximum flexibility in managing its strategic airlift fleet. We value the information that reports such as the Reliability Enhancement and Re-engining Program Operational Test and Evaluation provide and weigh them accordingly in our analysis. In addition, we are awaiting the Mobility Capabilities and Requirement Study 2016 final report, expected in late 2009, to make an

updated, fact-based analysis of our strategic airlift fleet. Any future decision to alter the force structure will be based on a detailed evaluation of factors.

*Question.* Mr. Secretary, at a February 21, 2007, Senate Appropriations Defense Subcommittee hearing on the USAF's fiscal year 2008 budget request, I asked your predecessor, Secretary Wynne to respond to comments made by then-USAF Chief of Staff General Moseley that the USAF would like to retire 25–30 of the worst performing C–5 aircraft. My specific question was, “Under what timeline is the USAF planning to act and to inform Congress and the impacted bases of such retirements?” His response was: “If relieved of legislative restrictions, the USAF would be able to effectively manage the mix of various aircraft fleets. Preliminary options under review include replacing retiring strategic airlift aircraft with newer C–17s or backfilling with newer C–5Bs from within the USAF. No new units are anticipated. Likewise, closures of existing units are not planned. The USAF will be open and transparent with regard to basing plans.

If relieved of legislative restrictions regarding the C–5A aircraft in the near future, do you and General Schwartz intend to replace retiring strategic airlift aircraft with newer C–17s or backfill with newer C–5Bs from within the USAF? You may be assured that I will be following up with you in this regard in the near future.

*Answer.* The United States Air Force will fully consider all information at its disposal, to include the IDA study, prior to making any programmatic decisions.

---

#### QUESTIONS SUBMITTED BY SENATOR BYRON L. DORGAN

##### JOINT CARGO AIRCRAFT

*Question.* C–27 Joint Cargo Aircraft (JCA): the Defense Department recently realigned executive agency of the C–27 Joint Cargo Aircraft (JCA) from the U.S. Army to the U.S. Air Force. Concurrent with this action, the total planned procurement of the C–27 aircraft was reduced from 78 to 38. Originally, the Air Force was to procure and assign 24 aircraft to the Air National Guard. Now the plan is for the Air Force to operate all 38 JCAs.

What is the Air Force plan for basing these aircraft?

*Answer.* Given recent Department of Defense decisions regarding the JCA program, the Air Force is working with the National Guard Bureau and the Army to determine how to best meet domestic requirements and the strong demand for direct support airlift in overseas contingency operations. Similarly, the Air Force is working closely with the National Guard Bureau and the Air National Guard to determine the basing plans for the C–27J. Final basing decisions for this system are still pending.

*Question.* When and how many C–27 aircraft will be assigned to the 119th Air Guard Wing in Fargo, ND?

*Answer.* Given recent Department of Defense decisions regarding the JCA program, the Air Force is working with the National Guard Bureau and the Army to determine how to best meet domestic requirements and the strong demand for direct support airlift in overseas contingency operations. Similarly, the Air Force is working closely with the National Guard Bureau and the Air National Guard to determine the basing plans for the C–27J. Final basing decisions for this system are still pending.

##### NEXT GENERATION BOMBER

*Question.* Next Generation Bomber (NGB): in the fiscal year 2010 budget, the Air Force is no longer funding continued development of a new long range strike aircraft, the Next Generation Bomber (NGB). Previous Air Force budget submissions indicated a need to obtain an initial capability by the year 2018.

Explain why the Air Force cancelled the NGB program and outline its plans for addressing this need and fulfilling the requirement for a new long range strike platform.

*Answer.* The decision to cancel the Next Generation Bomber was directed by the Secretary of Defense in the fiscal year 2010 President's budget submission. The Air Force supports the Quadrennial Defense Review and Nuclear Posture Review to assess future strategic requirements.

*Question.* If the Service is not continuing the new NGB, what steps are being taken to modernize and keep our legacy bomber fleet healthy and viable until a follow-on bomber is fielded?

*Answer.* The Air Force plans to maintain the current bomber force (B–1s, B–2s, and B–52s) and continue with planned sustainment and modernization programs. The B–1 has five sustainment programs to prevent grounding and one develop-



mental program, which adds data link capability. The B-2 also has robust sustainment and modernization programs. These programs have been in previous budget requests and continue in the fiscal year 2010 President's budget request.

---

QUESTION SUBMITTED BY SENATOR THAD COCHRAN

REDUCTIONS TO CONTRACTOR WORKFORCE

*Question.* Secretary Donley, will efforts to reduce your reliance on contractors and hire additional civilian government workers mean an end to "Public-Private" competitions conducted under the Office of Management and Budget A-76 Circular process?

*Answer.* The Air Force views in-sourcing as one of many efficiency tools that comprise our overall human capital strategy. We do not view it as necessarily being mutually exclusive from reasoned and strategic application of public-private competitions. Presently, the Air Force has no new public-private competitions identified for the remainder of this fiscal year due to the moratorium established by the fiscal year 2009 Omnibus Appropriations Act.

---

QUESTIONS SUBMITTED BY SENATOR KAY BAILEY HUTCHISON

ADDITIONAL F-22 PURCHASES

*Question.* Does the Air Force plan to purchase additional F-22 aircraft to fill the gap if and when F-22 attrition occurs?

*Answer.* The Air Force does not plan to purchase additional F-22s. The fiscal year 2010 President's budget request completes the F-22 program of record at 187 aircraft and the last aircraft will be delivered in March 2012. No further procurement is planned or programmed beyond the program of record. Air Force fleet management actions will ensure the long-term viability and combat capability of the F-22.

F-35 TECHNICAL TRAINING

*Question.* F-35 technical training is currently conducted in several locations. Follow-on technical training for F-15s, F-16s, and A-10s (Air Force legacy platforms that the F-35 is set to replace) is completed at four additional locations. I believe that there are many benefits to consolidate training at a valued Air Force installation such as Sheppard Air Force Base in Wichita Falls, Texas. This may include reduced costs, experience with allied and international training, expertise and core competencies in fifth-generation fighter technical training, strong positive community support, and reduced permanent change of station and temporary duty moves for our airmen and women.

Please share your thoughts on consolidation of F-35 technical training as well as possible timelines for this to become a reality.

*Answer.* All F-35 maintenance technicians will receive their initial skills training at Sheppard Air Force Base, Texas. Crew chief, avionics and armament specialists will receive follow-on specialized F-35 training at Eglin Air Force Base, Florida. This arrangement will provide our Airmen with the skills needed.

Beginning in 2013, F-35 maintenance technicians will complete basic military training at Lackland Air Force Base, Texas and then proceed to Sheppard Air Force Base, Texas for maintenance fundamentals training. Thereafter, crew chief, avionics and armament specialists will receive F-35-unique apprentice training at Eglin Air Force Base, Florida. All other Air Force F-35 maintenance technicians will receive initial skills training at Sheppard Air Force Base and F-35-unique hands-on training at a field training detachment at their first operational base.

SUPPORT TO STATES—POTENTIAL MOBILITY CAPABILITY GAP

*Question.* Currently The Texas National Guard Sherpa (C-23) are scheduled to deploy to support overseas operations. The extreme demands of intra-theater cargo airlift will pose significant stress on an already aging airframe.

How does the Air Force plan to provide adequate replacement support to the States to sustain high maintenance and potential replacement of aircraft attrition if the anticipated and validated C-27 Joint Cargo Aircraft program is not moved forward?

*Answer.* In accordance with Chapter 1011 of Title 10, the National Guard Bureau is the channel of communication between the States and the Air Force on all matters pertaining to the National Guard. In stationing and allocating Air National

Guard capabilities across the States, the National Guard Bureau has historically endeavored to disperse capabilities geographically in such a way as to facilitate access by States when needed. This practice is expected to continue.

Given recent Department of Defense decisions regarding the JCA program, the Air Force is working with the National Guard Bureau and the Army to determine how to best meet domestic requirements and the strong demand for direct support airlift in overseas contingency operations. Similarly, the Air Force is working closely with the National Guard Bureau and Air National Guard to determine the basing plans for the C-27J. Final basing decisions for this system are still pending.

#### JOINT CARGO AIRCRAFT

*Question.* The Joint Cargo Aircraft (JCA) mission was validated at the Joint Capabilities Integration Development Systems (JCIDS) process and approved by the Joint Requirements Oversight Council. The 2009 Quadrennial Roles and Missions Review report found that Service Capabilities were appropriately assigned.

What new information has over-ridden the extensive validation of this thoroughly vetted program?

*Answer.* The adjustments made to the fiscal year 2010 President's budget request will maximize the robust capabilities resident in our current airlift fleet and ensure all intra-theater requirements are met. The transfer of Army Time Sensitive/Mission Critical airlift support is intended to capitalize on efficiencies gained by operating the tactical airlift fleet under a single Service. The Department of Defense is now engaged in an overall look to leverage existing intra-theater airlift capability as we look to maximize effectiveness and minimize expenditure of taxpayer dollars.

While the requirement for Joint Cargo Aircraft capability remains, the Air Force will, whenever possible, apply existing capability to fill a requirement before procuring additional hardware. Determining the extent to which we can apply our current fleet to this mission area is the task at hand and the Mobility Capability Requirements Study 2016 will help resolve this question.

#### TEST AND EVALUATION SUPPORT

*Question.* The new Administration's budget request cuts PE 0605807F almost \$50 million when compared to the fiscal year 2009 budget and by almost \$60 million compared to the first fiscal year 2010 budget request submitted in January. A portion of the cut is just that, a cut. The second element of the cut is based upon the assertion that there will be a savings realized when 750 contractor positions are converted to civil service solutions.

What analysis has been done to identify what the workforce mix of contractor and civil service should be?

*Answer.* The Service components received Office of the Secretary of Defense-directed contractor to Department of Defense civilian conversion targets which begin in fiscal year 2010. While currently there is no analysis, the Air Force is in the process of identifying specific in-sourcing candidates to comply with the requirement.

#### CONTRACTOR TO CIVILIAN CONVERSIONS

*Question.* The new Administration's budget request cuts PE 0605807F almost \$50 million when compared to the fiscal year 2009 budget and by almost \$60 million compared to the first fiscal year 2010 budget request submitted in Jan. A portion of the cut is just that, a cut. The second element of the cut is based upon the assertion that there will be a savings realized when 750 contractor positions are converted to civil service solutions.

What analysis has been done showing the savings that will result from the conversion of contractor positions to civil services positions? Did the analysis include fully burdened costs of civil service positions similar to costs clearly visible for contractor support (i.e., overhead, G&A, material & handling, etc.)?

*Answer.* The Service components received Office of the Secretary of Defense-directed contractor to Department of Defense civilian conversion targets which begin in fiscal year 2010. The associated funding reductions were based on the Office of the Secretary of Defense's estimate of 40 percent savings. While currently there is no analysis, the Air Force is in the process of identifying specific in-sourcing candidates to satisfy the requirement.

*Question.* What is the hiring ramp-up schedule for achieving the contractor to civil service conversions? What analysis has been done to verify that OPM and AF offices can achieve the ramp-up schedule?

*Answer.* The Service components received Office of the Secretary of Defense-directed contractor to Department of Defense civilian conversion targets which begin

in fiscal year 2010. The associated funding reductions were based on the Office of the Secretary of Defense's estimate of 40 percent savings.

*Question.* What assessments of disruption to programs (operational readiness perspective) have been completed?

*Answer.* The Service components received Office of the Secretary of Defense-directed contractor to Department of Defense civilian conversion targets which begin in fiscal year 2010. The associated funding reductions were based on the Office of the Secretary of Defense's estimate of 40 percent savings.

#### MAJOR RANGE AND TEST FACILITY

*Question.* Defense Test Resource Management Center (DTRMC) is required by law to do an independent scrub of Major Range & Test Facility Base (MRTFB) budgets of the Services. That was accomplished when the fiscal year 2010 President's budget request was delivered to Congress in January of this year which exceeded the current funding level by \$60 million. No such assessment has been, nor is intended, for the new Administration's budget.

What is the Department's plan to avoid circumventing the law and Congress?

*Answer.* The Defense Test Resource Management Center has issued an addendum to its previous certification of the fiscal year 2010 President's budget request. This addendum addresses the new Administration's budget request.

#### QUESTIONS SUBMITTED BY SENATOR ROBERT F. BENNETT

##### MINUTEMAN III

*Question.* I deeply appreciate the news I received that the Air Force is going to maintain the solid rocket motor industrial base that supports the Minuteman III land-based portion of our nation's strategic missile defense and nuclear deterrence. Only the prompt transfer of funds will prevent further disruptions in production and provide a desirable continuity of employment for the highly sought after engineers and workers of the solid rocket industrial base.

What is the status of the Air Force's request to the Department of Defense to reprogram fiscal year 2009 funds?

*Answer.* As part of Department of Defense's fiscal year 2009 Omnibus Reprogramming request, the Air Force has submitted a new start request to initiate an ICBM solid rocket motor warm line. Once new start authority is granted by the Congressional Defense Committees and propulsion replacement program contract close-out finalization is completed, the Air Force intends to internally reprogram available funding from within the Minuteman squadrons program element to fund initial warm line activities as a bridge to fiscal year 2010. The fiscal year 2010 President's budget request includes \$43 million for the ICBM solid rocket motor warm line.

*Question.* How many solid rocket motors is the Air Force planning to buy? If this is not an accurate measure of the ability to maintain a warm line, please explain the rationale that is driving the budget numbers we have seen.

*Answer.* The number of solid rocket motors is not an accurate measure of the ability to maintain an industrial base. We believe the ability to maintain the industrial base is captured in the fiscal year 2010 effort which is structured to maintain design-unique material availability; sub-tier material supplier viability; touch labor currency; and design engineering personnel continuity unique to the Minuteman weapon system. In addition, the fiscal year 2010 effort is designed to maintain systems engineering assessment capability and utilize independent verification of production processes.

Actual production quantities will not be known until the contract is finalized.

##### FORCE RESTRUCTURING

*Question.* I was disappointed to learn that Hill will lose one of its three F-16 fighter squadrons as a part of the recently announced force-wide restructuring. However, upon reviewing the list of locations from which the Air Force plans to remove F-16s, I noticed bases in the intermountain and southwest regions appear to bear the brunt of F-16 force reductions. I find this puzzling due to the tremendous training opportunities afforded by ranges in these regions.

If the Air Force is seeking cost reductions, is it not more efficient to station aircraft near the ranges, like the Utah Test and Training Range, which affords the most effective training environments?

*Answer.* Proximity to training ranges is one of many criteria the Air Force uses to make basing decisions. The Combat Air Forces fighter force restructuring plan will provide the United States with a smaller, but more flexible, capable, and lethal

force as we bridge to our ultimate goal of a 5th generation-enabled force. As we developed this plan over the last year, we focused on balancing planned force reductions across active duty, Guard, and Reserve components, as well as overseas and U.S. locations. We carefully analyzed the missions across our units in all the Air Force components to achieve the force mix that made the most strategic sense. The changes in this plan were closely coordinated with our Air National Guard and Air Force Reserve partners, as well as our major commands and affected regional combatant commanders.

*Question.* I also wanted to ask about the confusing signals I've received regarding the restructuring that could take place at Hill. Under the total force integration concept, the 388th and 419th fighter wings were merged together as a prototype for further efforts to mix active and reserve fighters, an effort that has seen great results so far. Despite this the restructuring calls for one full squadron of F-16s to be removed from that combined wing.

Can you explain to me how the Air Force came to this decision, and what you have determined are the real impacts on the total force integration program?

*Answer.* The fiscal year 2010 Combat Air Forces fighter force restructuring plan offers the Air Force an opportunity to reap significant savings in funds and manpower by accelerating the retirement of approximately 250 of our oldest fighters, reinvest in critical modifications to our combat forces fleet, procure preferred air-to-air and air-to-ground munitions and critical Air Force and Joint enabling technologies, and redistribute manpower to national priority missions.

These actions will provide the United States with a smaller, but more flexible, capable, and lethal force as a capability-based bridge from our legacy-dominated force to our ultimate goal of a 5th generation-enabled force. The proposed Hill Air Force Base, Utah changes are part of a global resource allocation process that makes strategic sense.

As we developed this plan over the last year, we were successful in balancing planned force reductions across our active duty, Guard, and Reserve components, as well as in the States and overseas locations. We carefully analyzed the missions across our units in all the Air Force components to achieve the force mix that made the most strategic sense. The changes in this plan were closely coordinated with our Air National Guard and Air Force Reserve partners, as well as our major commands and affected regional combatant commanders.

The partnership between the active duty and Air Force Reserve components at Hill Air Force Base, Utah was one of the first Total Force Integration (TFI) initiatives. The classic association with the Air Force Reserve regarding F-16s at Hill Air Force Base, Utah has a proven record of success and it has yielded valuable lessons learned for other TFI associations. This association with the Air Force Reserve at Hill Air Force Base will continue to meet the needs of the combatant commanders during and after any force structure changes. The Air Force will continue to assess the impact of force structure changes on associate units in order to maintain an efficient and effective combat air force.

#### F-35 SQUADRON AT HILL AFB

*Question.* It has been over a year and half since I was informed that Hill is to be one of the first two Air Forces Bases in the continental United States to receive an operational F-35 squadron. Now, I understand that Hill is only "on track" to receive the F-35. Why is the Air Force stepping back from the commitment it made?

Is Hill going to receive one of the first two operational F-35 squadrons in the continental United States?

*Answer.* A corporate, across the Air Force, review was not used in developing the previous "roadmap." To ensure the Air Force did not considered all potential basing opportunities to support basing, I directed the current "Enterprise-Wide Look" (EWL), which will include Hill Air Force Base, Utah. The basing process prior to Fall 2008 was de-centrally executed by our major commands. Basing decisions are now at the Headquarters Air Force level. Bringing the basing decision to this level improves the decision making process to meet corporate Air Force requirements and the EWL planning process will assist in defining a measured, transparent and repeatable process; allowing for a narrowing of the list of potential F-35 basing locations. Upon completion of its internal review, the Air Force will release the results of the EWL and its content consistent with requests for information from the public. It would be premature at this time to presuppose the results of the EWL, but we expect to finalize the initial candidate list for the first increment of operational bases by October 2009.

## F-35 SOFTWARE WORKLOAD

*Question.* I understand 22 percent of the depot maintenance for the F-35 is software. Hill's Software Maintenance Group is ranked as one of the top software engineering corporations in the world with a Level 5 Carnegie Mellon Software Capability Maturity rating. The additions to Hill's Software Center will be completed shortly.

How is Hill's performance rated in the competition for the F-35 software workload?

*Answer.* The F-35 depot source of repair decision process for software is not complete, and we are several years away from any selection process involving the organic depots. There are ongoing discussions between the F-35 Program Office, the Services, and the prime contractor on the most cost effective method to transition software maintenance from the developing contractors to organic depots. Specifics for the timing of depot activation are dependent on completion of software development, results of flight test, and the maturation of software through the end of the system development and demonstration program. The F-35 Program Office will perform a study during 2011 on the activation costs associated with standing up organic software capability through the Future Years Defense Program. The depot source of repair decision for F-35 software is currently scheduled to be completed by the end of 2014.

## QUESTIONS SUBMITTED TO GENERAL NORTON A. SCHWARTZ

## QUESTIONS SUBMITTED BY CHAIRMAN DANIEL K. INOUE

## AGE AND HEALTH OF TANKER FLEET

*Question.* General Schwartz, I am concerned about the aging Air Force tanker fleet and the health and age of the KC-135 tankers by the time they are replaced.

Can you update the Committee on the status of the Air Force tanker fleet, including the age of the fleet and any current safety and flight concerns?

*Answer.* The Air Force tanker force structure includes 415 KC-135 R and T models, and 59 KC-10A aircraft with average fleet ages of 48 years and 24 years, respectively. Upon retirement of the last KC-135 planned for 2040, this tanker will have reached 80 years of service. The KC-10 will have achieved 60 years of service upon its planned retirement. Investment programs for both airframes focus on safety of flight and obsolescence issues. The KC-135 aircraft has six ongoing fleet-wide modification programs:

- Control Column Actuated Brake.*—Modification preventing an unsafe stabilizer trim wheel runaway condition—fleet modification complete in fiscal year 2010.
- VOR/ILS Antennae Replacement.*—Replaces the obsolescent antennae used for navigation and precision instrument landing systems—this is an fiscal year 2010 New Start program.
- Block 45 Upgrade.*—Cockpit avionics modernization replacing obsolescent Autopilot, Flight Director, Radar Altimeter, and Engine Instruments—contract award late fiscal year 2009.
- Global Air Traffic Management.*—Updates and replaces Communication Navigation Surveillance/Air Traffic Management (CNS/ATM) equipment to meet restricted airspace requirements worldwide; modification complete in fiscal year 2011.
- Enhanced Surveillance.*—Replaces APX-110 transponder with APX-119, providing enhanced aircraft tracking and Identify Friend or Foe Mode 5 capability (complete by fiscal year 2010).
- Mode 5.*—DOD-mandated upgrade to the IFF system used for aircraft identification in Air Defense Operations (fiscal year 2010 to fiscal year 2012).

The KC-10, a commercial derivative of the McDonnell Douglas DC-10-30 delivered in 1981, provides both strategic air refueling and airlift for deployment, employment, redeployment and Joint/Combined support operations. In its current configuration, the KC-10 does not meet future Federal Aviation Administration/International Civil Aviation Organization (ICAO) CNS/ATM requirements for 2015 airspace restrictions. To mitigate operational risk, two modification programs exist for the KC-10:

- CNS/ATM Modification.*—Addresses near-term issues required to keep aircraft operational within 2015 air traffic mandates/restrictions.
- Boom Control Unit Replacement.*—Replaces unsustainable Boom Control Unit (complete 2012).

## END STRENGTH

*Question.* General Schwartz, how do you see Air Force missions changing as operations draw down in Iraq and increase in Afghanistan?

*Answer.* The Air Force will continue to provide critical air, space and cyberspace capabilities to the warfighter in both Joint Operating Areas—Iraq and Afghanistan. Continued improvement in Iraqi security will permit the Air Force to move from a “combat” posture toward one more aligned with “advise and assist,” to include shifting focus toward training the Iraqi Air Force.

In Afghanistan, the Air Force continues to provide unique capabilities to the Commander International Security Assistance Force and U.S. Forces Afghanistan. Since January 2009, the Air Force has increased its efforts in airlift, intelligence, surveillance and reconnaissance, space support, electronic warfare, close air support, engineering and logistics to improve the security environment in preparation for the Afghanistan national elections. In addition, the U.S. Air Force component of U.S. Central Command will increase its theater engagement efforts across the area of responsibility as a long-term and enduring measure to enhance regional security and stability.

## IRREGULAR WARFARE

*Question.* General Schwartz, Secretary Gates has made it clear that irregular warfare is of equal strategic importance as the more traditional methods of warfare.

Can you tell us how the Air Force plans to build its irregular warfare capability and how these initiatives are reflected in the Air Force’s fiscal year 2010 budget request?

*Answer.* The Air Force recognizes the important need to rebalance our forces with additional irregular warfare capabilities, and we have prioritized investments to continue growing these capabilities. Operations in Iraq and Afghanistan have also increased the requirement for low-density/high-demand personnel and platforms, and we expect this high demand to continue as we prosecute counterterrorism and irregular warfare missions. As such, we have invested additional resources in our Airmen and force structure to ensure that we are able to meet the Combatant Commander’s needs, both today and in the future.

Specifically, for the fiscal year 2010 President’s budget request:

- The Air Force gained the Direct Support airlift mission from the U.S. Army. The Service will use 38 C-27J aircraft to support the Time Sensitive/Mission Critical cargo requirements of the U.S. Army to support irregular warfare operations. These aircraft are well suited for the small fields often associated with irregular warfare type missions.
- The Air Force will support USSOCOM’s equipping of 8 MC-130Ws with Precision Strike packages to augment the current AC-130 fleet. This will provide more aircraft for armed overwatch of ground forces engaging in dispersed irregular warfare operations.
- The Air Force will also establish in fiscal year 2010 a formal air advisor training unit at a base that is yet to be determined to build our international partners’ ability to train partner Air Forces.
- The Air Force will be adding an additional 52 (fiscal year 2010)/437 (FYDP) Joint Terminal Attack Controllers and Tactical Air Control Party personnel in support of Army Modularity and their growth to 45 Active Duty Brigade Combat Teams. To ensure that training requirements will be met, the Air Force has also invested in 42 Joint Tactical Controller Training Rehearsal Systems that provide high-fidelity simulator training.
- The Air Force will also be providing dedicated liaison support aligned at the Army Division level by growing from six to eleven Air Support Operations Centers (ASOCs). These ASOCs will add 51 (fiscal year 2010)/201 (FYDP) personnel and five communications, vehicle, and battlefield equipment packages that will ultimately allow the Air Force and Army airspace control elements to merge into one joint organization.
- Additional air liaison manpower (21 fiscal year 2010/91 FYDP) will be added at the Army division and corps level to bolster Air Force leadership and expertise of key enablers in intelligence, surveillance, and reconnaissance; air mobility; space; and electronic warfare.
- The irregular campaigns we are waging in Iraq and Afghanistan are ISR driven. For the foreseeable future we expect this insatiable demand for ISR to continue, but in an effort to meet this demand, the Air Force has surged unmanned aerial systems (UASs) into the fight achieving 36 combat air patrols orbiting 24 hours a day, 365 days a year. The Air Force has also increased investment to expand to a total of 50 UAS combat air patrols by fiscal year 2011. We are also

adding manpower, as the number of personnel that operate and maintain these systems, and process, exploit, and disseminate the intelligence they gather has dramatically increased.

#### FIFTH GENERATION AIRCRAFT

*Question.* General Schwartz, the Air Force has gained a great deal of experience in building fifth generation aircraft. The F-22 aircraft still has a substantial maintenance burden to sustain its stealth characteristics.

Will the F-35 have a more sustainable stealth profile, or will we be facing the time-consuming maintenance issues that the F-22 demands?

*Answer.* The F-35 Program is applying low observable maintainability lessons learned across the spectrum, centered on designed-in maintainability (materials, design, repair), assessment and verification, and training. The low observable coating material for the F-35 is different than that of the F-22, and the techniques required to repair the F-35 coatings are different than those required for the F-22. With the lessons learned from the F-22 program, we expect the F-35 low observable coatings to be easier to maintain and support.

#### JOINT CARGO AIRCRAFT

*Question.* General Schwartz, we recently heard that the Air National Guard was expecting to receive about 48 of these aircraft with more going to Army Guard units.

With a buy of just 38 aircraft, what is the basing plan?

*Answer.* The fiscal year 2010 President's budget request provides funding for 8 C-27J aircraft for the Air Force to perform direct support missions. The Office of the Secretary of Defense, Joint Staff, National Guard Bureau, Army, and Air Force are working to develop a joint implementation plan which will include basing recommendations.

The first 6 locations for 24 aircraft have been previously announced. They are Martin State, MD; Mansfield, OH; Bradley, CT; Battle Creek, MI; Fargo, ND, and Meridian, MS. Each location will receive four aircraft.

The remaining 14 aircraft will be based in accordance with the Air Force Strategic Basing Process. The National Guard Bureau, the lead agency, will present the C-27J basing criteria to the Strategic Basing/Executive Steering Group in October 2009. The recommended criteria will then be presented to the Secretary and Chief of Staff for final approval.

#### FIGHTERS IN THE AIR NATIONAL GUARD

*Question.* General Schwartz, the Air Force is focusing its fighter acquisition on fifth generation, or low observable, aircraft. Is stealth required for the Air Sovereignty mission?

*Answer.* Homeland Defense is the Department of Defense's first priority and we are committed to the Operation NOBLE EAGLE mission through the long term. Stealth technology is not required to protect aircraft fulfilling this mission under any currently projected threat scenario. However, these Operation NOBLE EAGLE fighter aircraft are not dedicated solely to air defense and should be capable to support the full spectrum of combat operations.

#### INTELLIGENCE, SURVEILLANCE AND RECONNAISSANCE

*Question.* General Schwartz, the Army and the Air Force have invested in C-12 airplanes to provide full motion video and other capabilities to our troops in Iraq and Afghanistan.

Do you believe that greater efficiencies could be gained through common management of these programs, and if so, what might those be?

*Answer.* Multiple Service acquisition entities have been tasked to develop and field unique, quick reaction capabilities to meet the increasing and urgent need for full motion video (FMV) in current overseas contingency operations. In response to this urgent need, the Air Force has already fielded 8 MC-12W Project Liberty aircraft that incorporate a combination of sensors (to include FMV) and are proving their worth in combat on each mission. The Air Force will continue this effort to provide a total of 37 Project Liberty aircraft. At this time, potential increased efficiencies of C-12 class aircraft management may not be possible due the wide variety and combination of C-12 aircraft in separate Services. These aircraft have varying sensor combinations assembled under quick reaction timelines required by the warfighter. Additionally, numerous aircrew manning and training requirements may preclude potential efficiencies gained through a common approach at this time.

*Question.* General Schwartz, we have recently been informed that there are delays in delivering some of the Project Liberty aircraft.

What do these delays mean for fielding the capability, and do you have a plan in place to fix the problems?

*Answer.* The Secretary of Defense tasked the Air Force to get him a 70 percent solution to the fight as rapidly as possible. The Air Force delivered an 80 percent solution to the warfighters in less than 9 months and is now following up with an aggressive plan to add the remaining 20 percent through a quick reaction block upgrade program. The initial scope of this development effort was estimated at 8 months; actual results were a 7 month delivery date for aircraft numbers 1–7. We are now implementing lessons learned from the modification of aircraft tails numbers 1–7 to improve the modification process for the remaining deliveries. These include opening additional integration and kit production lines on a 24/7 schedule and improvements to the manufacturing and quality control processes. The first Phase II aircraft (tail #8) has been successfully tested in all aspects of mission performance and is the baseline for tails numbers 9–37. Lessons-learned from the development of tail #8 have been applied to the production line for aircraft numbers 9–37 to prevent any further delivery and deployment delays similar to the ones already experienced. No delays in the remaining aircraft deliveries are anticipated.

#### EXPORT VERSION OF THE F-22

*Question.* Secretary Donley, I believe the Department should consider an export program for the F-22 Raptor fighter aircraft. Under the rules for such a program, the costs for developing an export variant is borne by the interested nation, not the United States. This would enable us to provide advanced fighter capabilities to our close friends and allies.

General Schwartz, how could the export of F-22 to U.S. allies in the Pacific Rim region affect our international relationships there? Would this be beneficial?

*Answer.* Due to legal restrictions on discussing F-22 exports, and the overriding technology transfer issues involved, the Air Force does not have a well vetted position on this subject. However, I believe the export of F-22 aircraft to partner air forces would likely have a net negative effect on U.S. international relationships in the Pacific.

An F-22 export program can be expected to shift focus away from F-35 exports, likely driving undesirable price and schedule changes to the F-35 program. For instance, the manufacturer would divert engineering and management resources away from the F-35 to developing an F-22 export variant. Any perturbations in our close allies' F-35 programs, induced by a mid-course U.S. Government policy modification, could tend to disrupt our current stable relationships.

Finally, the exorbitant costs (well over \$2 billion) associated with development of an export variant could well become a point of contention with our partners. The resulting airframe, likely different in many respects from the Air Force F-22 because of technology transfer issues, would also reduce interoperability and lessen partner satisfaction. Although F-22 export could also provide another avenue for security assistance activities, the size of the Air Force F-22 inventory, unlike the F-15 and F-16, will prevent its development into a robust instrument of security cooperation. In contrast, the planned F-35 fleet size translates into much greater security cooperation opportunities which F-22 purchasers would forego. For these reasons, I believe F-22 export would likely have an overall negative effect.

#### IRREGULAR WARFARE

*Question.* General Schwartz, in this time of fiscal challenge, how will the Air Force ensure it maintains its existing conventional superiority while investing in these new capabilities? Where do you envision trade-offs?

*Answer.* The fiscal year 2010 President's budget request reflects tough, thoughtful decisions aimed at properly resourcing capabilities that enable ongoing operations, while maintaining our superiority in conventional capabilities. We have taken aggressive measures to balance our portion of the fiscal year 2010 President's budget request in a fiscally-constrained environment, amidst the challenges of continuing high operations tempo and rising operating costs. To meet the demands of an uncertain and dynamic international security environment, the fiscal year 2010 President's budget request reflects strategic balance across these diverse mission sets and functions.

*Question.* General Schwartz, if these new initiatives are implemented, how will you ensure that they complement, and do not unnecessarily duplicate, the capabilities of existing Air Force Special Operations Command air advisory units?



Answer. The Air Force strives to be a good steward of taxpayer dollars. Changes in doctrine, organization, training, materiel, leadership and education, personnel, and facilities are evaluated before a material solution is funded. For example, the establishment of the Air Advisor Schoolhouse is a foundational step towards expanding the Building Partner Capacity and Security Force Assistance structure resident in the general purpose forces of our Air Force. They will definitely complement the Aviation Foreign Internal Defense roles of AF Special Operations Squadron units, primarily the 6th Special Operations Squadron. The 6th Special Operations Squadron is considered the "gold standard" for aviation advising, and the time, talent, and treasure invested in this capability result in a graduate-level capability with expertise focused at regions around the globe. However, the demand signal for advising partner nations in aviation far exceeds what Special Operations Squadron units can support. But just as important, a large percentage of these engagement efforts do not require the graduate-level of expertise that a Special Operations Squadron provides. By developing tiered levels of expertise within the general purpose forces, we can work with ambassadors and country teams for a tailored engagement approach that complements Special Operations Squadron activities.

---

QUESTIONS SUBMITTED BY SENATOR THAD COCHRAN

JOINT CARGO AIRCRAFT

*Question.* General Schwartz, you may know that the 186th Air Refueling Wing currently flies KC-135 tanker aircraft out of Key Field in Meridian, MS. Due to a 2005 Base Realignment and Closure decision, all of their aircraft will be reassigned and they are scheduled to be replaced with Joint Cargo Aircraft. Given this direct impact on my State, you are probably not surprised when I tell you that I have been watching the Joint Cargo Aircraft program over the last few years. With this budget, the Department of Defense announced its decision to transfer the Joint Cargo Aircraft mission from the Army to the Air Force.

Is it the Department's intent that only the Air Force operates the Joint Cargo Aircraft? If so, can you explain to the committee what steps you are taking to ensure the Army's logistics requirements will be meant in a timely manner?

Answer. While the C-27J has been transferred exclusively to the Air Force, aircraft manning and basing are still being worked. As for ensuring we meet the Army's logistical needs, the Air Force, in conjunction with the Army, is rapidly developing a Concept of Employment (CONEMP) for the Time-Sensitive/Mission Critical (TS/MC) Direct Support airlift mission closely mirroring the Army's current operational construct. In addition, 25 percent of the crew force in the initial C-27J deployment in 2010 will consist of Army personnel to ensure an experienced core cadre to facilitate initial Air Force operations. Close coordination with the Army throughout the program transfer and into the first deployment of the C-27J in the fall of 2010 will be the cornerstone to ensuring mission success.

F-15 RADAR UPGRADES

*Question.* General Schwartz, I noticed funding for five additional Active Electronically Scanned Array radars for F-15C aircraft is number eight on your Unfunded Priority List. I understand this type of radar is being used on a number of other fighters as well and that it significantly enhances the capability of these aircraft in detecting and engaging enemy threats.

General Schwartz, could you elaborate on the importance of the Active Electronically Scanned Array radar system and also tell us about the need for these five additional systems?

Answer. Active Electronically Scanned Array radar on the remaining long-term F-15 C/Ds in the Air Force inventory adds significant capability ensuring their viability and utility. Among the advantages are significantly improved performance against cruise missiles; a near doubling of improvement in target acquisition and combat identification range; a baseline capability for digital radio frequency memory protection; the ability to detect and track multiple targets, and connectivity with on-board and off-board sensors.

We will also obtain a smaller deployment footprint (nine to one pallets) and greatly improve the meantime between failures.

*Question.* If funded, would these systems be installed on Active Duty or Air National Guard F-15C aircraft?

Answer. Eighteen APG-63v3 Active Electronically Scanned Array (AESA) radars have already been funded by the Congress for the Air National Guard. The first 14 radars will be installed in the first quarter of calendar year 2010. The remaining

four radars are being procured. Only long-term F-15s (Golden Eagles) are slated for APG-63v3 AESA installation. The five AESA radars noted above for active duty F-15s will be installed at the same time as the ANG radars.

SUBCOMMITTEE RECESS

Chairman INOUE. And this subcommittee will meet next Tuesday, June 9 at 10:30 a.m. At that time, we will receive testimony from the Secretary of Defense, the Honorable Robert Gates, and from the Chairman of the Joint Chiefs of Staff, Admiral Michael Mullen.

And with that, we would like to thank the men and women of the Air Force for their service to our country. Thank you very much, sir.

General SCHWARTZ. Thank you, Mr. Chairman, for your support. [Whereupon, at 12 noon, Thursday, June 4, the subcommittee was recessed, to reconvene at 10:30 a.m., Tuesday, June 9.]